



## UNIQUE OPERATIONS

# CROWD CONFRONTATION OPERATIONS

**(ENGLISH)**

**(This publication is effective on receipt.)**

### **WARNING**

CROWD CONFRONTATION OPERATIONS DOCTRINE IS WRITTEN PRINCIPALLY FOR THE PURPOSES OF FORCE PROTECTION WHILE ON INTERNATIONAL OPERATIONS. FURTHERMORE, INHERENT CANADIAN FORCES CAPABILITIES AND EQUIPMENT ACQUISITIONS MADE FOR CROWD CONFRONTATION OPERATIONS ARE IN NO WAY TO BE INTERPRETED AS A DOMESTIC CAPABILITY.

ALTHOUGH NOT CLASSIFIED, THIS PUBLICATION, OR ANY PART OF IT, MAY BE EXEMPT FROM DISCLOSURE TO THE PUBLIC UNDER THE ACCESS TO INFORMATION ACT. ALL ELEMENTS OF INFORMATION CONTAINED HEREIN MUST BE CLOSELY SCRUTINIZED TO ASCERTAIN WHETHER OR NOT THE PUBLICATION OR ANY PART OF IT MAY BE RELEASED.

**Issued on the authority of the Chief of the Land Staff**

**Canada**





## UNIQUE OPERATIONS

# CROWD CONFRONTATION OPERATIONS

**(ENGLISH)**

**(This publication is effective on receipt.)**

### **WARNING**

CROWD CONFRONTATION OPERATIONS DOCTRINE IS WRITTEN PRINCIPALLY FOR THE PURPOSES OF FORCE PROTECTION WHILE ON INTERNATIONAL OPERATIONS. FURTHERMORE, INHERENT CANADIAN FORCES CAPABILITIES AND EQUIPMENT ACQUISITIONS MADE FOR CROWD CONFRONTATION OPERATIONS ARE IN NO WAY TO BE INTERPRETED AS A DOMESTIC CAPABILITY.

ALTHOUGH NOT CLASSIFIED, THIS PUBLICATION, OR ANY PART OF IT, MAY BE EXEMPT FROM DISCLOSURE TO THE PUBLIC UNDER THE ACCESS TO INFORMATION ACT. ALL ELEMENTS OF INFORMATION CONTAINED HEREIN MUST BE CLOSELY SCRUTINIZED TO ASCERTAIN WHETHER OR NOT THE PUBLICATION OR ANY PART OF IT MAY BE RELEASED.

**Issued on the authority of the Chief of the Land Staff**

**OPI: DAD7**

**2003-05-31**

**Canada**



## PREFACE

### GENERAL

1. This Canadian Forces doctrinal manual describes in detail the multidimensional and joint concept of Crowd Confrontation Operations (CCO). This manual expands upon the operational and tactical responses to crowd confrontation situations, such as those seen on recent operations. It is aligned with B-GG-005-004/AF-000 *CF Operations*, and B-GL-300-001/FP-000, *Conduct of Land Operations—Operational Level Doctrine for the Canadian Army*, and B-GL-300-002/FP-000, *Land Force Tactical Doctrine*. While this manual is primarily focused at the conduct of CCO during Land operations, it is equally pertinent for Naval and land-based Air Force personnel responding to crowd confrontation situations.

### PURPOSE

2. The purpose of B-GJ-005-307/FP-090, *Crowd Confrontation Operations*, is to provide doctrine to permit deployed forces to deal with crowd confrontation situations on operations. Since it is a new type of unique operation and previous doctrine on similar subjects (A-OL-302-008/FT-001 to 003 *Aid of the Civil Power (ACP)* manuals, 22 December 1975) has been rescinded, it does not replace any specific publication. Nevertheless, the following key documents were used extensively and should be consulted when applicable:

- a. DCDS 2/98 *Guidance for the Conduct of Domestic Operations*, 10 July 1998;
- b. B-GG-005-004/AF-000 *CF Operations*, 18 December 2000;
- c. B-GG-005-004/AF-005 *Use of Force in CF Operations* (Revision one), 1 June 2001;
- d. B-GG-005-004/AF-004 *Force Employment*, 4 December 1997; and

- e. B-GG-005-004/AF-023 *Civil-Military Cooperation in Peace, Emergencies, Crisis and War*, 15 October 1998.

## SCOPE

3. This manual is based on the precept that crowd confrontation situations could occur on any CF operation. The doctrine has been designed to facilitate the use of CCO as a unique operation, which may be a subset of any other CF operation. Where peace support operations (PSO), domestic operations, or armed conflict examples are used, the concepts presented are intended to cover all operations. The manual stresses that the CCO hierarchy can be applied during any operation to assist in the decisions of what equipment to acquire or deploy and what training is to be based on. It provides the tools to train and equip deployed forces to successfully control and disengage themselves from crowd confrontation situations while ensuring mission success, without having to resort solely to the use of deadly force. CCO is envisaged as being applicable across the spectrum of conflict and throughout the continuum of operations.

4. Chapter 1 deals specifically with the legal aspects related to CCO. Chapter 2 provides an introduction to the background of CCO and explains the hierarchy associated with this type of Unique Operation. It also outlines where CCO fits within the CF operational hierarchy. It further describes the approach toward CCO, and highlights the relationships with the Army's combat functions. Chapter 3 deals with the specific terminology of CCO and the nature of crowds. Chapter 4 explains the planning process associated with CCO. Force organization considerations and possible tactical formations are also presented in Chapter 4. Chapter 5 deals specifically with the practical considerations of conducting CCO, including techniques to influence crowds, along with the CCO hierarchy. Chapter 6 introduces some particular specialized equipment considerations for CCO and amplifies the use of non-lethal weapons in the conduct of operations. Equipment-specific drills are not included in this manual. The intent is that these would be promulgated separately. Key terms and abbreviations, used in this publication, are found in the Glossary at Annex A. Finally Annexe B provides tactical aide-mémoires that will be useful in a CCO.

## **APPLICATION**

5. CCO doctrine has been produced primarily to enable CF forces to enhance force protection and achieve mission success on international operations, even if crowds gather.
6. Furthermore, the authorizing of CCO mission subsets will be carried out on a case-by-case basis for each mission and is unlikely to exceed the first three subsets of: crowd monitoring, crowd avoidance and crowd disengagement. Only in extreme circumstances where there is no law enforcement agency (LEA) or specialized multinational unit available, will higher-level subsets likely be authorized.
7. For the sake of completeness of doctrine this manual does include consideration of the legal aspects of domestic and international operations and also outlines the higher subsets of CCO. It is important to note that the manual itself does not authorize the conduct of any of the CCO subsets outlined within.

## **OFFICE OF PRIMARY INTEREST**

8. The Director of Army Doctrine is responsible for the content, production and publication of this manual. Inquiries or suggestions are to be directed to:

Directorate of Army Doctrine (DAD)  
Director General Land Combat Development  
PO Box 17000 Station Forces  
Kingston ON K7K 7B4

## **TERMINOLOGY**

9. The terminology used in this publication is consistent with that of the Army Vocabulary and AAP-6 (2002) *NATO Glossary of Terms and Definitions*.
10. Unless otherwise noted, masculine pronouns contained in this publication refer to both men and women.





## TABLE OF CONTENTS

<b>PREFACE</b> .....	i
General .....	i
Scope .....	ii
Application .....	iii
Office of Primary Interest.....	iii
Terminology .....	iii
<b>CHAPTER 1    CROWD CONFRONTATION OPERATIONS                   AND THE LAW</b>	
<b>SECTION 1    GENERAL</b> .....	1
Introduction .....	1
<b>SECTION 2    CROWD CONFRONTATION OPERATIONS                   IN INTERNATIONAL OPERATIONS</b> .....	2
International Law.....	2
<b>SECTION 3    CROWD CONFRONTATION OPERATIONS                   IN DOMESTIC OPERATIONS</b> .....	3
Introduction .....	3
The Use of Force Under Canadian Domestic Law .....	3
Peace Officer Status.....	4
<b>SECTION 4    REQUIREMENTS TO CONTROL THE USE                   OF FORCE</b> .....	5
Key Concepts in the Use of Force in Crowd Confrontation Operations.....	6
Principles for the Use of Force in Crowd Confrontation Operations.....	7
<b>SECTION 5    INTELLIGENCE OPERATIONS IN                   SUPPORT OF CROWD CONFRONTATION                   OPERATIONS</b> .....	7
<b>SECTION 6    CONCLUSION</b> .....	8

**CHAPTER 2 INTRODUCTION TO CROWD  
CONFRONTATION OPERATIONS**

SECTION 1 GENERAL .....	9
Background .....	9
Future Trends .....	10
Applicability to the Land, Maritime and Air Components of the CF.....	11
SECTION 2 CROWD CONFRONTATION OPERATIONS DEFINITIONS .....	11
Terminology .....	11
Definition of Crowd Confrontation Operation .....	12
Crowd Confrontation Operations Hierarchy.....	12
SECTION 3 CROWD CONFRONTATION OPERATIONS WITHIN THE OPERATIONAL HIERARCHY .....	13
General .....	13
Phases of Crowd Confrontation Operations .....	13
Categories of Operations .....	14
Unique Operations.....	18
SECTION 4 APPROACH TO CROWD CONFRONTATION OPERATIONS .....	19
Crowd Confrontation Operations Across the Spectrum of Conflict.....	19
Crowd Confrontation Operations Within the Continuum of Operations .....	19
Current Limitations .....	19
Crowd Confrontation Operations at the Operational and Tactical Level.....	20
Crowd Confrontation Operations on the Psychological and Physical Plane.....	20
The Manoeuvrist Approach to Crowd Confrontation Operations .....	20
Fundamentals.....	21

Crowd Confrontation Operations Doctrine and Operational Planning Process .....	22
<b>SECTION 5 RELATIONSHIP WITH THE ARMY'S OPERATIONAL FUNCTIONS.....</b>	<b>22</b>
The Role of Operational Functions on Crowd Confrontation Operations .....	22
<b>CHAPTER 3 CHARACTERISTICS OF THE CROWD CONFRONTATION OPERATIONS BATTLESPACE</b>	
<b>SECTION 1 CROWD CONFRONTATION OPERATIONS BATTLESPACE .....</b>	<b>27</b>
Tactical Battlespace for Crowd Confrontation Operations....	27
Urban Areas.....	27
Rural Areas.....	29
Maritime .....	31
Strengths and Weaknesses of Crowds .....	31
Strengths and Weaknesses of Own Forces .....	32
Criteria for Success.....	32
<b>SECTION 2 THE NATURE OF CROWDS .....</b>	<b>32</b>
General .....	32
Terminology .....	33
<b>SECTION 3 CROWD DYNAMICS .....</b>	<b>34</b>
Characteristics of Crowds.....	34
Types of Crowds.....	35
Phases of Crowds .....	38
Crowd Dynamics .....	39
<b>SECTION 4 CROWD LEADERSHIP.....</b>	<b>45</b>
Development of Crowd Leaders .....	45
Role of Civic, Political and Religious Leaders.....	46

**CHAPTER 4 PLANNING FOR CROWD CONFRONTATION OPERATIONS**

SECTION 1 GENERAL .....	47
SECTION 2 PLANNING PROCESSES.....	47
The Operational Planning Process and Crowd Confrontation Operations .....	47
Intelligence Preparation of the Battlespace and Crowd Confrontation Operations .....	47
SECTION 3 PLANNING FOR CROWD CONFRONTATION OPERATIONS .....	48
Preparatory Planning for Crowd Confrontation Operations ..	48
Operational Considerations .....	51
The Operational Lessons Learned Process .....	56
SECTION 4 ORGANIZING FOR CROWD CONFRONTATION OPERATIONS .....	56
Organization of the Force .....	56
Command and Control Requirements .....	56
Training .....	57
SECTION 5 ORGANIZATIONS FOR CROWD CONFRONTATIONS.....	57
Types of Organizations.....	57
Components of a Deployed Force .....	58
Baseline Force .....	59
Detaining Force .....	60
Anti-sniper Screen.....	63
Reserve .....	63
Naval Boarding Parties.....	65
Airfield Defence Forces .....	65
Special Tasks .....	65
SECTION 6 TACTICAL FORMATIONS .....	68

Tactical Formations .....	68
<b>CHAPTER 5 CONDUCT OF CROWD CONFRONTATION OPERATIONS</b>	
SECTION 1 GENERAL .....	69
General .....	69
General Rules .....	69
Initiation of an Operation.....	69
Military Responses for Crowd Confrontation Operations .....	70
SECTION 2 CROWD INFLUENCING TECHNIQUES .....	70
Crowd Influencing Techniques.....	70
Influencing at Sea .....	74
SECTION 3 CONDUCT OF CROWD CONFRONTATION OPERATIONS .....	74
Force Employment .....	74
The Deployment of Forces .....	75
Termination of an Operation .....	78
Dealing with Aggressive Crowds .....	78
Naval Boarding Parties .....	79
Airfield Defence Forces.....	80
SECTION 4 CROWD MONITORING .....	80
SECTION 5 CROWD AVOIDANCE .....	80
SECTION 6 CROWD DISENGAGEMENT .....	81
SECTION 7 CROWD CONTROL .....	81
General .....	81
Crowd Control Measures.....	83
Stopping or Blocking a Moving Crowd.....	83
Containing Crowds .....	84
Control of Movement .....	84
SECTION 8 CROWD DISPERSAL.....	88

General .....	88
Deployment .....	88
Dispersal Measures.....	91
Confirmation of Dispersal .....	94
SECTION 9 CROWD MANOEUVRING .....	94
<b>CHAPTER 6 SPECIALIZED EQUIPMENT FOR CROWD CONFRONTATION OPERATIONS</b>	
SECTION 1 GENERAL .....	97
Types of Equipment .....	97
Use of Equipment.....	97
SECTION 2 LETHAL AND NON-LETHAL WEAPONS .....	98
Lethal Weapons .....	98
Non-lethal Weapons .....	98
Categories of Non-lethal Weapon .....	99
Non-lethal Capability Set .....	103
Employment Considerations for Non-lethal Weapons .....	104
SECTION 3 MISCELLANEOUS EQUIPMENT.....	106
<b>ANNEX A GLOSSARY AND ABBREVIATIONS.....</b>	<b>109</b>
<b>ANNEX B AIDE-MÉMOIRES FOR SPECIAL TASKS RELATED TO CROWD CONFRONTATION OPERATIONS.....</b>	<b>119</b>
<b>APPENDIX 1 AIDE-MÉMOIRE ON DEFENSIVE COUNTER-MEASURES IN CROWD CONFRONTATION OPERATIONS.....</b>	<b>121</b>
<b>APPENDIX 2 AIDE-MÉMOIRE ON FIELD DEFENCES AND OBSTACLES IN AN URBAN CROWD CONFRONTATION SITUATION</b>	
Introduction .....	123
Obstacles .....	123
Field Defences .....	123
Sight Screens .....	125

Conclusion .....	125
<b>APPENDIX 3 AIDE-MÉMOIRE ON CORDON AND SEARCH OPERATIONS .....</b>	<b>127</b>
<b>APPENDIX 4 AIDE-MÉMOIRE FOR SEARCHING PERSONNEL AND CHECKING DOCUMENTS</b>	
Introduction .....	143
Searches .....	143
Checking Documents .....	148
General Points .....	148
<b>APPENDIX 5 AIDE-MÉMOIRE FOR SEARCHING VEHICLES</b>	
Introduction .....	151
Passenger Vehicles .....	155
Commercial Vehicles .....	160
Buses .....	162
Cargo Vehicles .....	162
Motorcycles .....	163
Bicycles .....	164
Additional Considerations .....	164
<b>APPENDIX 6 AIDE-MÉMOIRE FOR SEARCHING BUILDINGS</b>	
Search of Buildings .....	167
Occupied Building .....	168
Search of Unoccupied Buildings .....	172
External Areas .....	175
Completion Tasks .....	175





## **CHAPTER 1**

### **CROWD CONFRONTATION OPERATIONS AND THE LAW**

#### **SECTION 1**

##### **GENERAL**

#### **INTRODUCTION**

1. For the purposes of Canadian Forces doctrine, crowd confrontation operations (CCO) is defined as military operations conducted by a military force to manage a crowd whose formation, presence or anticipated behaviour is such that action is required. CCO encompasses the entire spectrum of operations in which CF units or elements interact or may interact with crowds whose activities constitute a threat to CF personnel or the CF mission. There are six elements to the CCO hierarchy: crowd monitoring, crowd avoidance, crowd disengagement, crowd control, crowd dispersal and crowd manoeuvring. These terms are defined in the Glossary at Annex A to this manual.

2. In the 1990's the original *Aid of the Civil Power Manuals* were withdrawn from CF circulation. DCDS 2/98 *Guidance for the Conduct of Domestic Operations*, 10 July 1998, specifically prohibited training by the CF for law enforcement duties such as riot and crowd control. However as a result of an increase in crowd confrontation incidents experienced by the CF in international operations, and in particular the Drvar riots of 1998 in Bosnia Herzegovina, a perceived capabilities gap in the field of crowd confrontation incidents was identified between the current CF intermediate weapons capability and the use of deadly force.

3. The purpose of this manual is to provide doctrine for CCO authorized strictly for the purposes of force protection or mission accomplishment during operations, and to permit the training and equipping of CF units. This manual does not authorize the conduct of CCO or the procurement of the requisite equipment. For the purposes of this manual the following definitions shall be applied:

- a. **Force Protection.** All measures taken and means used to minimize the vulnerability of personnel, facilities, materiel, information and operations to

## Crowd Confrontation Operation

any threat and in all situations, so as to preserve the freedom of action and operational effectiveness of a force.

- b. **Mission Accomplishment.** This term refers to the accomplishment of those missions authorized by competent CF military authority within assigned mandates.

## SECTION 2 CROWD CONFRONTATION OPERATIONS IN INTERNATIONAL OPERATIONS

### INTERNATIONAL LAW

4. International law is the primary legal basis for establishing the mandate for international operations from which both the authority to use force and the parameters for the specific missions to be conducted are derived. An examination of the specific mandate of an international operation must be conducted to determine if CCO for the purposes of force protection or mission accomplishment can be lawfully authorized. If such operations are determined to constitute part of the mandate, this authorization could then be issued in the specific Chief of the Defence Staff (CDS) Operation Order (Op O) and use of force direction would be provided in the CDS issued rules of engagement (ROE).

5. The sources of international law include treaties, conventions, agreements, international court rulings and customary international law. The two primary components of international law are the Law of Peace and the Law of Armed Conflict (LOAC). Either or both could have significant bearing on the conduct of CCO. For example, in an international operation as part of an armed conflict in which Canada is a party, the Law of Armed Conflict applies and the use of riot control agents (RCA) (e.g. pepper spray and CS gas) for CCO would very likely not be authorized. In addition, even if the LOAC does not apply as a matter of law in a specific international mission, it is CF policy that the CF will apply, as a minimum, the spirit and principles of the LOAC in all Canadian military operations other than domestic operations (e.g. treatment of detainees and the CF Code of Conduct).

### **SECTION 3**

## **CROWD CONFRONTATION OPERATIONS IN DOMESTIC OPERATIONS**

### **INTRODUCTION**

6. For the purpose of domestic operations, it must be emphasized that the CF does not have a standing mandate to enforce the laws of Canada. There are instances where municipal, provincial/territorial or federal law enforcement agencies may seek CF assistance in discharging their duties, and CF support to law enforcement operations may be authorized. In this regard, CF assistance, when provided, is always in a supporting role to the civilian law enforcement authorities, who retain full responsibility for enforcing the law. This is of particular significance for CCO in domestic operations as it is generally the role of the police with their specialized training to detain, arrest and process persons under Canadian domestic law. The legal authority to permit the CF to conduct domestic operations providing assistance to civilian authorities is found in the National Defence Act (NDA) (e.g. under section 273.6 *Public Service*) or pursuant to the Crown prerogative. If the CF is authorized to assist civilian law enforcement authorities, CCO may be one of the authorized types of assistance.

7. The CF has a standing authority to defend its personnel and property. Accordingly, CCO may be authorized in those instances in which a CF element, such as an auxiliary security force (ASF), is tasked with securing a defence establishment. This section must be read in conjunction with the current NDHQ Instruction DCDS 2/98 *Guidance for the Conduct of Domestic Operations* or any document that may replace it. This direction contains detailed instructions, definitions, descriptions and a complete explanation of the legal framework for CF involvement in domestic operations.

### **THE USE OF FORCE UNDER CANADIAN DOMESTIC LAW**

8. The legal basis for the use of force during domestic operations is the Canadian law, particularly as found in the *Criminal Code of Canada* (CCC). The CCC is the primary legal source regarding the use of force in the following situations:

## Crowd Confrontation Operation

- a. protection of others;
- a. prevention of the commission of an offence;
- b. protection of property; and
- c. the right to make arrests or the occasions when arrests can be made.

9. These situations will not be applicable or authorized in each domestic operation; the use of force will depend on the particular legal mandate for the CF involvement or support in a domestic matter and the CDS issued ROE applicable to that support. Further amplification of the legal basis for CF domestic operations is found in Chap 3 of B-GG-005-004/AF-005 *Use of Force in CF Operations (Revision One)*.

10. The CCC sets out the limits for the use of force by all persons in Canada. These limits are applicable to any domestic CCO. Generally, section 25 of the CCC sets out the parameters for the protection of persons administering and enforcing the law. The general standard is that everyone who is required or authorized by law to do anything in the administration or enforcement of the law or who falls within the subscribed list of persons and acts on reasonable grounds is justified in using as much force as is necessary for that purpose. However, section 26 of the CCC imposes criminal liability for the use of force in excess of that authorized by law:

*26. Everyone who is authorized by law to use force is criminally responsible for any excess thereof according to the nature and quality of the act that constitutes the excess.*

## PEACE OFFICER STATUS

11. While performing CCO during a domestic operation, CF personnel may have peace officer status by operation of law. This does not mean that these CF personnel have the same powers and duties as those of civilian police officers. While having peace officer status is important legally, all CF personnel will continue to be required to perform their duties as military members and they remain

liable to follow the direction and orders issued them by their military superiors.

12. Peace officer status permits CF personnel to enforce the law, and to use force while doing so (as directed by the military chain of command). Such status may protect them from criminal and civil liability for actions taken within the scope of their duties while enforcing the law. While peace officer status empowers CF personnel to use force and provides them with protection for actions taken within the scope of their lawful duties, the use of force will always be authorized and controlled by ROE issued by the CDS.

#### **SECTION 4**

#### **REQUIREMENTS TO CONTROL THE USE OF FORCE**

13. Whether a CCO is classified as domestic or international or takes place in peacetime or during armed conflict, the use of force during the operation must be controlled in order to protect people and property from unnecessary damage or injury. This is done by defining the situations in which force can be used and by delineating the intensity and duration of the applied force. These legal parameters are embodied in Canadian domestic law and international law, which controls the use of force during domestic operations. The control of the use of force during CCO provides significant challenges. First, CCO can be highly intense with CF personnel being in close physical proximity to crowds that will probably outnumber the CF forces present. Second, the discernment of specific individuals whose conduct may constitute hostile intent or a hostile act can be difficult. Third, crowd density may increase the potential for collateral damage to both persons and property, particularly if indiscriminate non-lethal weapons (NLW) such as water cannon or chemical irritants such as CS gas are employed. Fourth, the wider range of weapons systems deployed for CCO, from NLW to lethal weapons, provides for a more complex escalation through the use of force continuum when dealing with a particular CCO situation. The presence of such intermediate weapons as NLW may also raise an unnecessary expectation that there is a requirement that these weapons be employed before resorting to deadly force. Finally, training in CCO, with its emphasis on a graduated response, must consider and, where necessary reconcile the differences in training undertaken in preparation for general combat operations.

## Crowd Confrontation Operation

14. The CF may only use force in self-defence and/or as authorized by ROE issued by the CDS. ROE are the command and control instrument by which the CDS controls the use of force in all CF operations. ROE will also be required for the use of specific intermediate weapons and generally the ROE authorization message (ROEAUTH) will also contain amplifications regarding specific training on their use.

## KEY CONCEPTS IN THE USE OF FORCE IN CROWD CONFRONTATION OPERATIONS

15. There are two levels of force used by the CF:

- a. non-deadly force; and
- b. deadly force.

16. **Non-deadly Force.** That force which is not intended to cause death or serious injury. This is usually through the use of physical force short of the use of firearms or other deadly force. Examples include pushing and lesser forms of striking or hitting and physically or mechanically restraining persons and the use of NLW. Notwithstanding that these weapons and techniques are not designed to cause death or serious bodily harm their employment must still be discriminating as death or serious injury could still be the consequence of their use.

17. **Deadly Force.** That force which is intended to cause death or serious injury regardless of whether death or serious injury actually results. This is the ultimate degree of force.

18. **Minimum Force.** The concept of minimum force is related to both non-deadly and deadly force and is the minimum degree of authorized force that is necessary and reasonable in the circumstances. Depending on the circumstances, minimum force may include deadly force. Certain circumstances such as an unexpected attack where even a moment's delay could result in death or serious injury to a CF member may preclude a graduated escalation of force.

## **PRINCIPLES FOR THE USE OF FORCE IN CROWD CONFRONTATION OPERATIONS**

19. The principles for the use of force during CCO are the same as for all other operations conducted by the CF and are set out in Section 4 of Chapter 1 of B-GG-005-004/AF-005 *Use of Force in CF Operations (Revision One)*. The nature of CCO is such that there is a high likelihood that elements of the CF may be subjected to harassment or obstructionist behaviour. Every effort shall be made to remain calm and professional in the face of such treatment as inappropriate use of force may prevent the accomplishment of the mission and could have serious legal implications. Many agitators are experts at the art of troop baiting. Advance warning and thorough briefings will prepare personnel for name-calling, insults, profane language, racial slights, taunting, and minor forms of violence designed to provoke overreaction. Also, gesturing with weapons may be used as a means of intimidation, posturing or provocation. Force shall not be used where assigned duties can be achieved without it. Even when force is permitted, it must be limited to the minimum amount necessary and must be designed to achieve the desired result with minimum injury to persons and property.

### **SECTION 5 INTELLIGENCE OPERATIONS IN SUPPORT OF CROWD CONFRONTATION OPERATIONS**

20. The authority to conduct intelligence activities in support of CCO must flow from the legal mandate under which a particular operation is conducted. In other words there must be a nexus between intelligence activities and the legally authorized CCO mandate. Even when the legal mandate exists authorizing the CF to conduct CCO, the specific and separate issue of conducting intelligence activities in compliance with the law must also be addressed. Canadian law will likely impose more legal constraints on intelligence activities conducted in support of domestic operation (including force protection) than during international operations. For example, the application of certain Criminal Code provisions (e.g. interception of communications) and the application of certain Charter provisions (e.g. Section 8, Search and Seizure) may not be relevant in international operations. In addition, limitations may be imposed as to who within the CF is authorized to conduct CCO intelligence activities, particularly in a domestic operation.

## **SECTION 6**

### **CONCLUSION**

21. This doctrine does not authorize the conduct of CCO in any circumstance. It sets out guidance for CF commanders and their subordinates if, and only if, a CCO has been authorized. Similarly, this doctrine does not authorize the procurement or use of any new weapon system, especially NLW. Procurement and employment of any new weapon system and ammunition must comply with the law and existing CF standing operating procedures for the procurement of such weapons and such ammunition.

22. All CF operations, including CCO must be conducted in accordance with Canadian law and, where applicable, international law.



## **CHAPTER 2**

### **INTRODUCTION TO CROWD CONFRONTATION OPERATIONS**

*Whether in domestic operations, peacekeeping or combat operations, unanticipated crowd confrontations can occur, and forces must have the threshold training necessary to react to provide security for themselves and their operation. However, this training must not be confused for or expanded into training for a pro-active role in suppressing riots or performing other police duties. Crowd confrontational duties remain a police responsibility.*

— **B-GG-005-004/AF-000 CF Operations**

### **SECTION 1**

#### **GENERAL**

### **BACKGROUND**

1. In the 1990's the original Aid of the Civil Power Manuals were withdrawn from CF circulation. DCDS 2/98 *Guidance for the Conduct of Domestic Operations*, 10 July 1998, specifically prohibited training by the CF for riot and crowd control. However as a result of extra-territorial crowd confrontation incidents experienced by the CF, and in particular the Drvar riots of 1998, a capabilities gap in the field of crowd confrontation was identified. Depending on the mission, deployed CF members were limited to the use of CS gas and pepper spray with the use of these weapon systems confined to individual self-defence or force protection during mission accomplishment. The only alternative techniques or weapons involved the potential use of deadly force. There was no capability for the use of proportional force between these two as part of any use of force continuum.

2. There were a number of valid reasons at that time for adopting this policy. However, experience on international missions in recent years, has witnessed heightened threats to force protection when involved with crowds, and has demonstrated that this policy is not always possible in practice. Consequently, it was assessed as

## Crowd Confrontation Operation

prudent to produce doctrine that could maintain the intent of this policy while improving readiness and force protection. Recent Canadian experience on domestic and international operations has resulted in the ad-hoc deployment of non-lethal weapons (NLW) and protective equipment to deal with crowd confrontations and to help disengage from aggressive crowds without any corresponding doctrine. Consequently, the CF has decided that it must prepare for situations where Canadian forces may participate in crowd confrontations.

3. The purpose of this manual is to provide doctrine for CCO authorized strictly for the purposes of force protection or mission accomplishment during operations, and to permit the training and equipping of CF units. The training and techniques and procedures for operations continue to be mission-specific, but the overarching doctrinal concepts are recognized as being required in the form of this manual to permit deployed forces to deal with crowd confrontation situations.

## **FUTURE TRENDS**

4. CF personnel have been involved in many situations dealing with crowd confrontation on operations. In addition to the obvious situations involving Army personnel, the Navy faces similar situations during the employment of its naval boarding parties and forces to protect ships in foreign ports and likewise the Air Force at deployed air bases on operations. As the nature of operations has changed over the last decade, the frequency of interaction with crowds has greatly increased. Further, future trends indicate an increase in operations in urban environments, with a likely increase in interaction with civilians, refugees and other non-combatants. Belligerent and aggressive crowds may assemble in spite of measures adopted to prevent these situations; in some cases, when the civil authorities may be unable to cope, military assistance may be needed. In these cases, it is most important that a commander selects the method of dealing with a crowd that is most appropriate to the circumstances. On the one hand a relatively amiable crowd may be inflamed by an ill-judged show of force, while on the other an underestimation of the aggressive intent of a crowd and the deployment of an inadequate number of forces could be equally disastrous. The doctrine outlined in this publication should be used as a guide. The commitment of the CF to CCO is a last resort and must be viewed as such by the civil authority

and by military commanders. The degree of CF involvement is never to be greater than that necessary to accomplish the assigned mission.

## **APPLICABILITY TO THE LAND, MARITIME AND AIR COMPONENTS OF THE CF**

5. CCO covers those operational situations involving CF personnel in crowd confrontation. For simplicity, the predominance of Land operations for crowd confrontation situations is used as the model to discuss CCO.

## **SECTION 2 CROWD CONFRONTATION OPERATIONS DEFINITIONS**

### **TERMINOLOGY**

6. The term “crowd control” or “riot control” is perceived by many to be a police function and has traditionally been only loosely defined. There is a need for the CF to have tactics to deal with crowds, but a new term is considered required to help differentiate from the previously established biases with the term “crowd control.” Neither “crowd control” nor “riot control” are viewed as a suitable overarching term for military purposes. Consequently, the term *Crowd Confrontation Operations* (CCO) is the overarching operational construct, which defines and describes the CF activities in this role. This new term helps to separate the perception of police duties from military tasks while maintaining the concept of providing commanders and soldiers with the capability to deal with crowds that may interfere with operations. In order to achieve this, the term CCO has been expanded to align with military operations in general, across the spectrum of conflict and the continuum of operations.

7. In addition, on future international operations in an urban environment, commanders must have the ability to influence civilian populations for two main reasons. The first is to gain the cooperation and subsequent assistance of the civilian population in the pursuance of our own mission and tasks. This is not new and includes civil-military cooperation (CIMIC), information operations (IO), psychological operations (PSYOPS), and public affairs (PAff). As a minimum, the aim is to prevent interfering with our operations either

## Crowd Confrontation Operation

intentionally or unintentionally. Refugee aid and control, as well as the separation of civilians from the enemy will be of particular importance in urban terrain against an enemy who mixes in with the non-combatant for additional protection. The second reason is that within current North Atlantic Treaty Organization (NATO) and United-States (America), Britain, Canada, Australia (ABCA) concepts for operating within the Urban Battlespace, a key issue is controlling civilians and moving them from areas where we wish to conduct fixing or striking operations in order to reduce non-combatant casualties while increasing our own freedom of action for manoeuvre and strike. In this light, CCO takes on a different look. Viewed from this perspective, CCO adopts a meaning that is more operationally focused rather than task-specific. Consequently, the CCO hierarchy incorporates evolving operational issues.

## DEFINITION OF CROWD CONFRONTATION OPERATION

8. A CCO is defined as a military operation conducted by a military force to manage a crowd whose formation, presence or anticipated behaviour is such that action is required.

## CROWD CONFRONTATION OPERATIONS HIERARCHY

9. A COO hierarchy has been developed in order to identify subsets of activities that may occur sequentially, concurrently, or in isolation from each other. CCO covers the entire spectrum of crowd interaction from observing a demonstration to manoeuvring a crowd within the area of operations (AO). It encompasses the entire spectrum of conflict and covers the continuum of operations. There are six elements to the CCO hierarchy; they are defined and described as follows:

- a. **Crowd Monitoring.** Crowd monitoring consists of activities to study, predict, observe and report on potential and actual crowds.
- b. **Crowd Avoidance.** Crowd avoidance consists of activities aimed to minimize contact with a crowd.

- c. **Crowd Disengagement.** Crowd disengagement consists of activities to separate a military force from a crowd, or to extract a specified person or persons from a crowd.
- d. **Crowd Control.** Crowd control consists of activities to physically alter the action and behaviour of a crowd.
- e. **Crowd Dispersal.** Crowd dispersal consists of activities to break up a crowd.
- f. **Crowd Manoeuvring.** Crowd manoeuvring consists of activities to manage the movement of a crowd. It may encompass some or all of the other CCO activities.

### SECTION 3

## CROWD CONFRONTATION OPERATIONS WITHIN THE OPERATIONAL HIERARCHY

### GENERAL

10. Since CCO is a unique operation, it is important to align it with the other CF Operations as described in B-GG-005-004/AF-000 *CF Operations*.

### PHASES OF CROWD CONFRONTATION OPERATIONS

11. The five phases of all CF operations apply equally to CCO. They are:

- a. warning;
- b. preparation;
- c. deployment;
- d. employment; and

- e. redeployment.

## CATEGORIES OF OPERATIONS

12. B-GG-005-004/AF-000 *CF Operations* identifies operations as either routine or contingency, and for each of those operations there are enabling operations that could support it. Details of these operations as they apply to CCO are:

- a. **Routine.** Routine operations are those operations for which a given capability component (CC) has been specifically tasked, organized and equipped. Routine operations use existing command and control relationships and there is no requirement to use joint terminology. Doctrine for routine operations is generally Environmental in nature.
- b. **Contingency.** Contingency operations can be conducted in either a domestic or international theatre. If an operation does not clearly fall into the routine category, then it is a contingency operation, and a grouping, tailored to the operation is generated. There are two types of contingency operations:
  - (1) **Domestic Contingency Operations.** DCDS 2/98 *Guidance for the Conduct of Domestic Operations*, 10 July 1998, lays out the policy for domestic operations specifying that training for law enforcement duties such as crowd and riot control shall not be conducted unless specifically ordered. B-GG-005-004/AF-000 *CF Operations* identifies that domestic operations cover the spectrum from the simple provision of military equipment and personnel to assist in flood assistance or fire fighting, armed assistance to Corrections Canada, to the commitment of combat capable land forces to deal with major Aid of the Civil Power (ACP)

missions. Domestic operations are classified as either limited or complex and are usually initially conducted by one of the existing formation-based Headquarters (MARLANT, MARPAC, LFAA, SQFT, LFCA, LFWA, 1 CAD, CFNA):

- (a) **Limited.** Limited operations are those that fall within the delegated authority of the operational commander, and can be conducted with the resources integral to the formation units. In limited operations, task forces (TF) are formed and task force commanders (TFCs) are normally appointed on the initiative of the operational commander. In this case, the TFC would report to the tasking formation. Normal C2 relationships apply to the formation-based HQ.
- (b) **Complex.** There are times when a domestic contingency operation is beyond the capabilities of the formation-based HQ. Such operations are often based on NDHQ contingency plans and are controlled by the DCDS, on behalf of the CDS, through the National Defence Command Centre (NDCC). The designated TFC would report to the CDS through the DCDS. The JHQ may be employed in complex domestic contingency operations. In such a scenario, the structure and C2 relationships would be similar to an international operation.
- (c) **Transitions.** As a limited operation develops, there may be

indicators that it will soon overwhelm the capabilities of the initiating commander. The NDCC must monitor all limited operations to ensure that when support is requested or the limit of authority is insufficient, a supplementary operation order is issued to designate the operation as complex and establish the revised chain of command.

- (2) **International Contingency Operations.** There is no standing direction for involvement of CF personnel on CCO for international contingency operations for the spectrum of operations from peace support operations (PSO) through to armed conflict. Operational missions, tasks, and use of force guidelines, including rules of engagement (ROE), provide sufficient details to commanders to determine appropriate responses to operational situations, including tactical crowd confrontation situations. This publication assists in defining the doctrinal foundation for possible responses to these CCO situations. Since most international operations will be joint and combined in nature, CF personnel must understand the concepts, doctrine and procedures for planning, organizing and conducting joint and combined operations. Allied, coalition and UN mandated operations are all considered to be combined operations. CCO can occur on all joint and combined operations. Specific details across the continuum of operations are:

- (a) **Combined, Alliance, Coalition, NATO, or Unilateral.** The frequency of CCO in armed conflict is likely to increase in



urban environments. Generally, however, CCO are still expected to be minor occurrences during armed conflict. Current operational orders and standing operating procedures (SOPs) provide sufficient detail to commanders, but as part of their production, planners should consider the implication of CCO. ROE for combined operations are as agreed by nations and personally reviewed and approved by the CDS for use by the CF in accordance with CF doctrine. For more detail see B-GG-005-004/AF-005 *The Use of Force in CF Operations*.

- (b) **Peace Support Operations.** The term "peace support operations" is used in a generic sense to describe activities in international crises and conflict resolution and management in which the CF may be involved. The frequency of CCO on PSO is increasing and commanders must understand the limitations of CF contingents to respond to crowd confrontation situations. This is normally provided via operational orders, ROE, and DCDS guidance to commanders. For more detail see B-GG-005-004/AF-005 *The Use of Force in CF Operations*. There are five categories of PSO that have gained general acceptance in the UN and Canada, which may involve CCO, and to which elements of the CF may be deployed:

## Crowd Confrontation Operation

- i. preventive diplomacy;
- ii. peacemaking;
- iii. peace enforcement;
- iv. peacekeeping; and
- v. peacebuilding.

## UNIQUE OPERATIONS

13. While B-GG-005-004/AF-000 *CF Operations* does not currently classify unique operations, Army doctrine identifies the following types of unique operations:

- a. non-combatant evacuation operations (NEO);
- b. search and rescue (SAR);
- c. urban operations;
- d. airborne operations;
- e. airmobile operations;
- f. amphibious operations;
- g. special operations;
- h. encircled forces; and
- i. crowd confrontation operations.

## **SECTION 4**

### **APPROACH TO CROWD CONFRONTATION OPERATIONS**

#### **CROWD CONFRONTATION OPERATIONS ACROSS THE SPECTRUM OF CONFLICT**

14. There is a need for CCO doctrine and training across the spectrum of conflict, but like a menu, various elements of CCO could be selected as required for specific operations following mission analysis. From peace to armed conflict, there is increasing interest to have the ability to respond with measured force applicable to a given situation. Whereas deadly force is the norm in times of armed conflict, in more peaceful situations, the military, employed as a force of last resort, may desire a non-lethal response as part of force escalation measures. Therefore, NLW become essential in order to expand the number of options available to commanders and a clear understanding of their capabilities and principles of employment needs to be articulated for each CCO.

#### **CROWD CONFRONTATION OPERATIONS WITHIN THE CONTINUUM OF OPERATIONS**

15. CCO is an embedded part of all CF operations. If there are civilians present in a theatre of operations, either domestically or internationally, then the possibility of conducting CCO is present. Domestic operations and international contingency operations, from PSO to armed conflict, are increasingly conducted in urban environments with a correspondingly higher likelihood of involvement in CCO. Consequently, CCO should be considered in the planning of all operations.

#### **CURRENT LIMITATIONS**

16. Currently, operational and tactical commanders are restricted in the initiation and conduct of CCO. In situations where CF personnel become involved in a developing crowd situation, their response would be limited to force protection measures or the minimum force necessary to ensure mission success. Unless CF personnel are ordered by competent military authority, control and dispersal of crowds remain the sole responsibility of police riot/crowd

## Crowd Confrontation Operation

control forces. The primary focus of training is to be on techniques for influencing crowds, extraction, and support to police forces including multinational specialized units or similar organizations, where deployed.

### **CROWD CONFRONTATION OPERATIONS AT THE OPERATIONAL AND TACTICAL LEVEL**

17. CCO can be conducted by a joint force or more likely would be executed at the tactical level by a force from a specific environment. CLS, CMS, and CAS could all have subordinates conducting CCO as part of an auxiliary security force. All CF members may require this doctrine, training, and equipment to perform this task on domestic and international contingency operations. The Land Force, as the main force generator for domestic and international operations on land, has an obvious vested interest in supervising the developments in this field. Specific tactics for CCO are described elsewhere in this publication, but it is worth stressing that the understanding of CCO-related concepts is vital to the CF as a whole.

### **CROWD CONFRONTATION OPERATIONS ON THE PSYCHOLOGICAL AND PHYSICAL PLANE**

18. Clearly CCO are conducted by both active and passive means on both the psychological and physical planes. Indeed, gains on one plane may negate activity on the other for certain subsets of CCO. For example, if an information operations (IO) campaign were successful in keeping people home, persuasion during crowd disengagement or physical measures to avoid a force on force situation in crowd manoeuvring may have been avoided. The use of IO measures such as PSYOPS and PAff can enhance CCO without the risk of physical confrontations.

### **THE MANOEUVRIST APPROACH TO CROWD CONFRONTATION OPERATIONS**

19. As with all operations, the manoeuvrist approach is favoured in CCO. This approach seeks to defeat the enemy by attacking his

psychological, and physical cohesion, his ability to fight as an effective coordinated whole, rather than destroying him by incremental attrition. The concepts of pre-emption, dislocation, disruption, and influencing the will of the crowd are all applicable to CCO. Naturally the means to achieve these concepts may differ from combat operations. Some examples are:

- a. **Pre-emption.** Remove the source of grievance once intelligence identifies it. This could be an access route, a prisoner (moved to another location, freed, providing visitor access), or similar measures that reduce the popular need for a crowd formation, yet do not interfere with the mission.
- b. **Dislocation.** Shift the source of grievance, whether physically (move prisoner or protected persons), or temporally (shift time of departure for a convoy), or similar activities.
- c. **Disrupt.** As permitted by law, ROE, mission orders and policy, establish barricades or impediments to prevent crowd formation, or similar activities to make it difficult for the crowd to form, or to be fomented by organizers.
- d. **Influence the Will.** The requirement to influence the will of the crowd will be part of any crowd control or crowd dispersal operation. This requirement may include physical confrontation; however, in order to avoid escalating to this level, it may be better to consider this action in terms of wearing down the will of the crowd to continue as a crowd. PSYOPS will be useful tools, especially if the crowd is contained.

## FUNDAMENTALS

20. Generally the following fundamentals apply to CCO:

- a. focus on the crowd's vulnerability (physical and psychological);

## Crowd Confrontation Operation

- b. use mission orders;
- c. be agile—act quicker than a crowd can react;
- d. support manoeuvre with necessary capabilities;
- e. focus on main effort;
- f. exploit tactical opportunities;
- g. act boldly and decisively; and
- h. command from a position to influence the main effort.

## **CROWD CONFRONTATION OPERATIONS DOCTRINE AND OPERATIONAL PLANNING PROCESS**

21. CCO doctrine provides guidance for the conduct of CCO. It does not replace the proper issue of the Commander's guidance and the operational planning process for domestic and international contingency operations. CCO doctrine should be the basis for drafting these mission products.

## **SECTION 5 RELATIONSHIP WITH THE ARMY'S OPERATIONAL FUNCTIONS**

### **THE ROLE OF OPERATIONAL FUNCTIONS ON CROWD CONFRONTATION OPERATIONS**

22. The Army's operational functions are a framework for capturing issues for CCO. Each function has some key areas that are important for CCO. The five operational functions are:

- a. **Command.** CCO demand a lot from the leaders. Leaders must be properly sited and supported to make timely decisions in what will likely be a fluid situation. CCO favour decentralised decision-making and command, and centralized control of

which elements of CCO are authorized. Effective command, reinforced by ROE, sound doctrine, and well-trained forces, offers a powerful response to crowd confrontation situations. However, during CCO, there is an increased need for the tactical commander to be aware of the immediate operational situation. Command support aides may assist in this process.

- b. **Sense.** Like in any other operation, properly planned and executed IO can greatly assist CCO. The sensitivities of dealing with civilians could pose some complications to an effective IO plan. Planning and consideration of CCO situations during the normal operational planning process (OPP) helps to ensure that IO is synchronized with any potential CCO.
- c. **Shield.** CCO pose a high personal risk to soldiers unless they are properly trained and led. Even with the training, a CCO poses risk due to the volatile nature of crowds, the imbalance in numbers of people, and constraints that may be imposed on our soldiers. The CF policy and intent is clearly designed to minimize deliberate physical contact with crowds. The threat from crowds must be continually assessed and contingency plans developed to extract any of our forces or those under our protection, from crowds. The erection of barriers to crowd movement can be considered, whether or not a crowd is forming, to protect installations or garrisons. The threat assessment may also indicate that survivability measures may have to be taken at fixed installations as precautionary steps. Visible protection measures of installations and personnel have to be balanced by the commander to ensure that the correct message is being sent to the population at large. This assessment will be theatre and culturally dependent but must be a conscious decision. As an example, wearing of full personal protective equipment (helmet, vest, etc.) could be seen as an expression of threat or an expression of fear, depending on the

situation. Complete revetment of certain facilities could be seen as fear or timidity. Military Police (MP) will be an important part of the CCO preparation, providing liaison with the local police forces and providing advice on CCO. The nuclear, biological and chemical defence (NBCD) trained personnel can provide information and advice on protection from riot control agents, NBC weapons and improvised devices, toxic industrial materials (TIM), and decontamination. Other information and advice on TIM release could be provided by the Engineer adviser, General Safety staff or the Preventive Medicine Cell (Occupational Safety and Health).

- d. **Act.** The maintenance of the ability to manoeuvre on the psychological and physical planes will be critical on CCO. Mobility corridors, urban manoeuvre, use of static and mounted forces, domination of the zone of confrontation, and anticipation all remain key concepts on CCO. In the context of CCO, Act also includes all uses of force, both lethal and non-lethal, available to the commander. It must be coordinated and well controlled. Since the goal is a peaceful resolution of crowd confrontation situations, other crowd influencing techniques may be preferable or an escalation of force from negotiation to non-lethal to lethal firepower as required should be pursued. When the situation dictates, the appropriate use of firepower on CCO may prove decisive.
- e. **Sustain.** The sustain function is not significantly affected on CCO but remains as important as on other operations. CCO may demand additional sustainment engineering support to assist in the protection of facilities. At the same time, sustainment engineering support may be heavily tasked to support CIMIC or similar measures in order to assist the population. This support could be provided as a pre-emptive measure (remove a grievance) or to build support for the mission from the population. Additional sustainment concerns



Introduction to Crowd Confrontation Operations

during CCO need consideration during planning but may include the provision of non-lethal and CCO-specific equipment.



## **CHAPTER 3**

### **CHARACTERISTICS OF THE CROWD CONFRONTATION OPERATIONS BATTLESPACE**

#### **SECTION 1**

#### **CROWD CONFRONTATION OPERATIONS BATTLESPACE**

#### **TACTICAL BATTLESPACE FOR CROWD CONFRONTATION OPERATIONS**

1. Unlike other operations where battlefield geometry may dictate areas of interest and influence out to hundreds of kilometres, the tactical battlespace for CCO is much smaller. CCO are generally conducted within sight of the crowds and measurements are normally in metres. Nevertheless, evolving technologies may permit longer distances or greater reliance on machines and robotics for future face-to-face tasks. Moreover, crowds are more likely to form in urban areas. The three-dimensional aspect of urban environments must be considered as well as the problems of collateral damage.

#### **URBAN AREAS**

2. CF operations in urban areas have been identified as a key future trend and correspondingly there is an increased potential for CF involvement in CCO. Cities and towns are the focus of economic and political power. They are especially vulnerable to street violence and other disturbances. Operational experience has demonstrated the willingness of local governments and faction leaders to utilize their population and crowds to gain their political objectives. Therefore, CCO is a vital capability available to the commander to counteract this growing threat. Furthermore, an urban area is attractive to the news media because action is concentrated in a relatively small and easily accessible area, the congregation of people ensures that there is likely to be a ready audience and the material for a good story, and hotels and communications facilities are usually available. The pressures on public relations staff are therefore considerable, and every member of the force is constantly exposed to media scrutiny of his conduct. Since urban operations will continue to be an important feature in many areas of the world, this publication provides some suitable tactics to achieve effective results in these operations.

3. **Deployment in an Urban Area.** The two broad alternatives are to base forces outside the locality in which they are to operate, or to base them within their operational area. The pros and cons of each are:

a. **Bases Outside the Area:**

- (1) **Advantages.** A secure base can be set up where off duty soldiers can relax and rest and possibly enjoy some recreational facilities. The protection of such a base can be assured with fewer sentries and probably fewer defences. It is reasonably accessible to administrative transport, thus re-supply and the repair and maintenance of equipment and transport could well be carried out on the spot.
- (2) **Disadvantages.** The reaction time is much greater and reserves may therefore have to be kept at short notice and possibly deployed in anticipation of a requirement to use them. Because forces may be unable to return to base between patrols and other commitments, there could be a demand for sending some administrative transport forward into the operational area; however, it requires an escort and could possibly become a target. The journey time to and from the base eats into the period available for rest and personal administration.

b. **Bases in the Area:**

- (1) **Advantages.** Reaction can be speedy and reserves can be readily deployed in response to rather than in anticipation of an incident. Forces become more closely identified with the area in which they live which improves their chances of getting to know the local population, the detailed geography and the habits of adversary

groups. The ability to dominate the area is probably made easier.

- (2) **Disadvantages.** Forces can rest but not relax; they are constantly exposed to the danger of attack and as more soldiers are needed for local protection, their hours on duty are longer. All administrative traffic should be escorted and this also places a strain on manpower.

## RURAL AREAS

4. CCO in rural areas are expected to be the exception rather than the rule. Tactics for rural operations usually involve relatively small bodies of forces because the crowds will be relatively small. Large numbers may be required if several mutually supporting operations are mounted concurrently. The characteristics of rural operations are that:

- a. the adversary has to rely more on force of arms, stealth or field craft for his protection;
- b. rural operations are thus conducted in a similar fashion to those of conventional operations;
- c. while there is the inevitable difficulty of distinguishing between neutral and aggressive members of the population, once aggressive groups have been identified by some aggressive act, they can, if necessary, be engaged by fire and manoeuvre with less chance of collateral damage; and
- d. the relatively open nature of the countryside, in comparison to the town, provides more scope for mobile operations and the use, where these are justified, of heavier weapons and aviation.

5. Rural communities are often small and isolated, thus they are more vulnerable to local intimidation and are difficult to protect. For this reason it is often easier to control a scattered rural community than

## Crowd Confrontation Operation

a neighbouring town. Also, even in areas where the authority of the elected government is recognized, aggressive groups may be able to operate with relative freedom because local people live in fear of intimidation and reprisal. This gives rise to two broad types of rural operations:

- a. Those where control by the authorities still exists. In this case relatively minor operations can be used effectively to control if not eliminate the threat of aggressive activity.
- b. Those where authority has been so eroded that officials can no longer move freely about their business, and effective control of an area may even lie in hostile hands. This calls for a wider scale of operation with, possibly, the need for measures falling not far short of those employed in full-scale military operations.

6. **Approach to Tasks.** The planning principles for rural operations are similar to those applying elsewhere, but because of the necessarily greater dispersion of forces and the larger distances, more emphasis has to be placed on the following:

- a. **Planning and Intelligence.** All operations should be carefully planned and controlled to make optimum use of resources, and have to be based on the best information and intelligence gained on hostile tactics and habits.
- b. **Selectivity.** Operations whilst being firm, positive and effective, also have to be selective, and must be seen to be so. Speculative area searches are often a waste of time in a large rural area, and invite ridicule.
- c. **Strength and Reserves.** Mutual support is often difficult to achieve, and security forces can easily become isolated. Operations therefore must always be mounted in sufficient strength to match the threat, and in addition adequate reserves have to be maintained at all times.

- d. **Use of Aviation Patrols.** Recent experience in land-based operations has shown that good use has been made of a separate aviation tactical area of operational responsibility (TAOR), overlaid on one or more ground unit areas. In the event of an incident, the commander who is able to control the incident more clearly would take control. This is often the aviation patrol commander who can then move resources to suitable locations to achieve the task or resolve the incident.

## **MARITIME**

7. CCO in support of maritime operations are expected to be primarily land-based. Aggressive or intransigent crews of other ships whose actions or inaction necessitate the use of boarding parties could in certain instances be physically considered as a distinct type of crowd; however, as the Master of a Vessel has legal jurisdiction over his crew, there are very different dynamics involved. Tactics for dealing with crowds in a maritime context follow the general principles of CCO, but the tactical execution of boarding parties is considered as a unique naval task that is best expanded upon in naval procedures. Maritime operations usually involve relatively small bodies of forces, although large numbers may be required if the situation so dictates.

## **STRENGTHS AND WEAKNESSES OF CROWDS**

8. The greatest strengths of a crowd are its mass, unpredictability, ability to mask combatants mixed in with civilians and volatility. Exploitable weaknesses of a crowd are often its divided commitment to sustained violence and the divided reasons for participation. The potential lack of commitment by the majority of the crowd will often permit it to be contained in certain areas (e.g. by barriers) or influenced by actions such as the use of water cannons, and dismounted or horse-mounted policemen. If the crowd is under the influence of a limited number of agitators, the detection and removal of these instigators could provide an influence on the crowd behaviour out of proportion to the numbers involved. However, if the crowd is highly motivated to ideals or spontaneously forming in

## Crowd Confrontation Operation

response to a grievance, they may have a commitment to violence that will prevent small groups of forces from influencing them.

## **STRENGTHS AND WEAKNESSES OF OWN FORCES**

9. The greatest strengths of own forces are organization, discipline, training, initiative, authority, and will. Weaknesses that may be exploited by the crowd include human nature, level of experience, cultural differences and its knowledge of our tactics, capabilities and ROE.

## **CRITERIA FOR SUCCESS**

10. Forces should be able to conduct CCO in domestic and international contingency operations with minimal risk of casualties. The CF objective is to train and equip to successfully control, achieve mission success and disengage from crowd confrontation situations without having to resort solely to the use of deadly force. It must be emphasized that the CF intent is not to employ CF forces in a crowd control role but to provide deployed CF elements with a capability to deal with crowd confrontation situations in order to maintain force protection and achieve mission success.

## **SECTION 2 THE NATURE OF CROWDS**

### **GENERAL**

11. When civil actions become riots and civil disturbances, civilian law enforcement authorities may request the assistance of the CF. Today, most international operations involve forces from various nations. When the forces of these nations are combined in executing a particular operation, it is likely there are several perspectives on how crowds involved in riots and civil disturbances should be controlled. Multinational forces differ in their doctrine and training, especially in the use of force. Because military forces may be called upon to assist the police, it is necessary that all ranks understand the nature of crowds and causes of riots. Any CF action must, however, be in



keeping with operational orders and instructions and applicable Canadian and international laws.

## TERMINOLOGY

12. The following are terms related to the nature of crowds:

- a. **Gathering.** A gathering is a group of people in a recognized area. Gatherings can be either legal or illegal and may be orderly or disorderly. Any gathering can begin orderly and become disorderly. Orderly gatherings are generally not of concern, but those with potential to become disorderly may warrant monitoring. Disorderly gatherings are those that exhibit increased violence and illegal activity. For the purpose of this manual, large gatherings with potential to impact on operations are termed crowds.
- b. **Crowd.** A crowd is defined as a concentration of people whose present or anticipated behaviour is such that it requires action for the maintenance of order. A crowd that meets according to local laws and moves with no hostile intent is not illegal. However, such a crowd has the potential to commit criminal acts or to impact on CF operations. Every crowd is different in its composition, attitude and intent. This definition of a crowd is primarily focused at a civilian body. The use of the term “crowd” encompasses a plethora of other non-doctrinal terms that previously were used to demonstrate some subtlety. For example disturbances, strikes, parades, legal and illegal gatherings, and mobs could be argued as separate bodies worthy of distinction. For the purposes of doctrinal clarity, these may be considered as related and interchangeable terms, but crowd will be considered as the overarching term to include them all. Two legally distinct crowds are demonstrations and riots; they are described as follows:

- (1) **Demonstration.** A demonstration is defined as a crowd that is exhibiting sympathy for or against authority, or some political, economical, or social condition. They may be legally sanctioned or illegal, but the process of expression often has statutory and constitutional protection. Mass demonstrations constitute the assembly of large crowds at a particular place and time for a common purpose. They may easily become violent through the actions of agitators. Mass demonstrations and related parades are normally contained by police, who have ample warning of the event because of the wide publicity required to muster the crowds.
- (2) **Riot.** A riot is an unlawful assembly that has begun to disturb the peace. A crowd can quickly lose control and develop into a riot that may involve some members of the crowd committing violence/crimes. This is the worst-case scenario and involves significant policing and security force activities. Riots tend to be massive and rioters normally significantly outnumber riot control forces. Riots are often carefully organized by faction leaders; they are not just spontaneous outbursts by the local populace and may involve large numbers of women and children.

### SECTION 3 CROWD DYNAMICS

#### CHARACTERISTICS OF CROWDS

13. An understanding of the dynamics of crowds is pertinent to all CCO. Characteristics of most crowds are:

- a. crowds are powerful and a product of natural human organizational behaviour;
- b. they generally form to accomplish a task;
- c. they consist of either loose or tight knit groups;
- d. the mood varies within the group;
- e. there will be a single theme with sub-themes present;
- f. there may or may not be a leader;
- g. individuals perceive themselves as anonymous; and
- h. emotions within the crowd can be contagious.

## TYPES OF CROWDS

14. There are many academic classifications of crowds, but generally, the following types of crowds are recognized:

- a. **Orderly.** Orderly crowds for the purpose of CF CCO doctrine are self-controlled, operate on reason, lack instructional organization, have leaders willing to keep peace, and hesitate to take group action. Examples of orderly crowds are:
  - (1) **Casual.** Casual crowds are self-controlled, act as individuals, lack structure and common purpose, have no leaders and respond well to requests from authorities, e.g. shoppers.
  - (2) **Cohesive.** Cohesive crowds act as individuals with unity of purpose at the moment (an event), lack structure, have no leaders nor dependence on others in crowd, and as a rule respond well to firm requests from authorities, e.g. hockey fans.

- (3) **Expressive.** Expressive crowds are generally in agreement about supporting a position and have a common purpose, may have some structure and control, usually have identifiable leaders, and are generally emotional but not normally aggressive, e.g. political rallies.
  - (4) **Demonstrative.** Demonstrative crowds are ruled by reason as they continue to act as individuals, have statutory and constitutional protection, generally in agreement about supporting a position and have a common purpose, are organized with identifiable leaders, and are generally emotional, but disciplined and non-violent, e.g. strikes, social action rallies.
  - (5) **Aggressive.** Aggressive crowds are very emotional, have individuals and groups showing strong feelings or defiance, may have identifiable leadership, may become violent after losing control and could lead to a disturbance.
- b. **Disorderly.** Disorderly crowds have an active nucleus, draw spectators, and are unpredictable. Disorderly crowds are usually very emotional, often progress to some form of aggressive action, are bordering on violence, and could quickly develop into a riot. They usually have identifiable militant members agitating the crowd by taking leadership and using other individual agitators circulating through the crowd. Examples of disorderly crowds are:
  - (1) **Acquisitive.** Can be characterized by random looting by individuals, often using some other demonstration as a cover for the casual vandalism and theft by individuals. These actions may be started by an instigator group as a cover for a specific objective of that group.

- (2) **Panic.** A panicked crowd is an end state of some other activity. The authorities often cause it when they attempt to disperse a crowd, but it could also be caused by a serious incident within the crowd — deliberately or accidentally caused. A panicked crowd lacks organization, purpose or control, and involves frenzied people exhibiting uncharacteristically uncontrolled and violent behaviour. Commanders must understand the nature of panic. Panic is extreme fear that inspires unreasoned and frantic efforts to reach safety. It is highly contagious and can cause people to become so irrational that their actions endanger themselves and others. Some causes of panic are:
- (a) **Perceived Threat.** The threat may be real or imagined, but it is usually so imminent that there is no time to do anything but to try to escape, or to acquire some material goods considered essential for survival.
  - (b) **Entrapment.** Entrapment occurs when the number of exits are limited or become blocked or congested, or the quantity of essential material goods appears limited.
  - (c) **Front-to-Rear Communication Failure.** When route(s) become blocked and the people in the rear believe them to be still functioning, pressure develops to crush and trample people at the front.
  - (d) **Natural Disaster or Employment of Weapons of Mass**

**Destruction.** People will panic and rush to escape the effects, often trampling others and ignoring civilian authorities, who are trying to organize an orderly evacuation.

## PHASES OF CROWDS

15. Most crowds have the following four phases:

- a. **Pre-mobilization Phase.** This phase includes the period of time in which differences occur in society as a result of the growth of beliefs that are opposed to the established order. These differences and beliefs may take days, months, years, or even decades to develop. The distinguishing feature of this phase is the emergence of militant leaders and dissident groups.
- b. **Mobilization Phase.** The mobilization phase is the time when a crowd forms as a result of some precipitating event or incident. This phase may last a few hours or days. For crowds to become aggressive there must be communication about some event that heightens tension and furnishes excuses for violent behaviour. Frequently, the immediate cause of a crowd becoming violent may be a forceful harangue or an inflammatory rumour.
- c. **Outburst Phase.** This phase is the period of time during which groups or individuals commit serious breaches of the peace. This usually involves an active core of participants, and in some instances instigators, working within the usually larger, and the normally rather passive, remainder of the crowd, who are almost spectators. As the situation deteriorates more and more spectators join the participants. Violence becomes the chief characteristic of the group behaviour of the crowd. Concurrently, leaders and their immediate followers

direct their activities against the controlling forces and public or private institutions. Elements opposed to this group may decide to react against them during the outburst phase. A common approach is the formation of groups to actively engage others by means of violence to their persons or property. Generally, the formation of such groups provokes an escalation of conflict, which keeps tensions high, prolongs the situation, and permits agitators on both sides to create violent situations more readily.

- d. **Post-hostility Phase.** This phase begins when controlling forces end collective violence. Precautionary measures are continued, and legal action is initiated against offenders. Of immediate concern to the military are the practical measures to maintain law and order. The long-term measures concerned with eliminating the conditions that led to the unrest in the first place are the responsibility of the civil authority.

## **CROWD DYNAMICS**

16. **How Crowds Naturally Disperse.** Normally crowds dissipate when the purpose is achieved or any further potential is exhausted. Most people leave in an orderly fashion and at normal pace, but some groups disperse more slowly or hang around to see if anything further develops. Experience shows that crowds wear themselves out, and individual members of any crowd begin to tire and elect to go home. Patience on the part of forces dealing with CCO pays off in the long run because a naturally dispersing crowd will normally minimize collateral damage, as well as personal injuries or loss of life to the crowd and security forces dealing with the crowd.

17. In the emotive situation of dealing with aggressive crowds it is necessary to cover, generically, the various types of crowd situations that may develop. These range from that of minor, and possibly, routine aggressive behaviour of crowds to the larger and more potentially serious situations when aggressive assemblies, prison riots, or anti-authority demonstrations occur. It is necessary to record all these details because every situation is different and the military

## Crowd Confrontation Operation

commander should have a range of tactical options available to suit the need. The size of a crowd is no indication of its attitude. They often consist of many more peaceful citizens and sightseers than troublemakers. However, a crowd that has confined itself to shouting slogans and making noise can quickly become violent if it is joined by violent elements or provoked by an injudicious show of force. The presence of the following can indicate an impending disturbance:

- a. Advance media promotion.
- b. Groups of more than 50 people.
- c. Groups comprised mostly of military-age persons.
- d. The presence of two or more opposing groups within the crowd.
- e. Gatherings of counter-demonstrators, or persons intending to oppose the movement.
- f. The crowd begins to swell uncontrollably.
- g. Gangs of youths usually lightly clothed and possibly armed with sticks, stones or bottles that may be used as petrol or acid bombs. They are likely to be organized and even paid to provoke trouble to spark off anti-authority or fractional feeling by using hit and run tactics. They may be scattered in loose formation within a crowd, or combined in gangs which may be numbered in hundreds.
- h. The presence of weapons or any expression of hostile intent, as defined at subpara 3 of para 109 of B-GG-005-004/AF-005 *Use of Force in CF Operations*. Gunmen within the crowd or in the surrounding buildings and side streets may aim not only to cause casualties, but also to provoke the security forces into firing at the crowd.
- i. Women and children, or large bodies of school children, either used separately or as a shield by the crowd. Once again the main aim is provocation, in



the hope that the security forces over-react. Any over-reaction can subsequently be exploited.

18. Each crowd is unique unto itself; however, there is a general pattern of indicators that must normally be met if the crowd is to become aggressive. These indicators are:

- a. An injustice, real or imaginary, must exist with which participants can identify and for which responsibility can be assigned.
- b. The nature of the injustice must be such that a significant part of the community or organization can be expected to participate.
- c. Participants must believe, or be able to convince others, that existing government or institutional mechanisms are unable or unwilling to solve the injustice, thereby creating antagonistic attitudes and distorted beliefs in the community at large.
- d. Space must be available for potential rioters to assemble and means to incite violence must exist.
- e. The leaders or agitators must be there encouraging some degree of collective disorder as a form of protest.

19. **Potential Conflict Sources.** Internationally, each operational theatre has varying sources of conflict that should be identified during the OPP. Sources of social, political, economic, religious, ethnic, gender, race or legal; conflict should be anticipated and monitored.

20. **Goals of Crowds.** Crowds normally have main themes and sub-themes that may develop. Each crowd's goal is different, but needs identification to assist in a peaceful resolution.

21. **Techniques of Agitators.** During the pre-mobilization phase, agitators accentuate differences of opinion within the community by creating hostile attitudes and beliefs. As the situation develops, the mobilization stage is reached, and demonstrations and meetings are held to attract crowds. By applying knowledge of group

## Crowd Confrontation Operation

psychology, the skilful agitator may be able to turn a crowd into a militant force, leading to civil disorder or a disturbance. Some of the techniques used by agitators are:

- a. **Propaganda.** Through the use of extensive propaganda, agitators can get crowds to assemble that are already incensed at real or imagined inequities. Members of such gatherings may be vulnerable to the violence-producing techniques of agitators. Propaganda can be promulgated through such means as posters, leaflets, word of mouth and public address systems. This form of propaganda aims to aggravate existing prejudices, grievances, and desires.
- b. **Inflammatory Speech.** The inflammatory speech by a speaker is probably the most effective method of inciting a crowd to commit violence. A good speaker, using key emotional and spiritual words and phrases, exploiting local prejudices, distorting facts, and using emphatic gestures, can influence a crowd to do things from which they would normally recoil. Others may aid the speaker by shouting or chanting slogans, displaying signs or banners, burning flags, staging incidents, circulating through the crowd to talk up objectives or spreading rumours. Normally, this technique follows a sequence in which a high emotional pitch is generated, then a course of action is suggested, and finally the suggested course of action is justified.
- c. **Exploitation of a Hate Figure.** The timely appearance of an object or individual irritating to the crowd can be just the spark to ignite violence.
- d. **Successful Violence.** The successful accomplishment of an act of violence can initiate a chain reaction within an otherwise peaceful crowd. Agitators can plan this initial event or exploit unplanned events. Success is important for the initiation of further violence, since failure would dull individual interest.

- e. **Rumour.** Nothing can intensify disorder faster than emotion-provoking rumours. Agitators use rumours to further their aims. In addition, naive persons may start rumours out of a sense of self-importance.

22. When violence and illegal activities occur during demonstrations, it may be the result of a counter-demonstration, or may be associated with a few radical members of a group. Indications of the presence of radical instigators may include activities such as:

- a. Flash demonstrations for publicity and dispersing before the arrival of security force or using manufactured photographic evidence as proof of security force brutality.
- b. Women and children may be placed at the front of a demonstration to embarrass the security force.
- c. Attempts to weaken the security force line by baiting members and inviting premature action by security force or using diversionary tactics such as fires or feigned attacks to divert attention from the true objectives.
- d. Disrupting security force supply line by attacking vehicles, placing nails and obstructions on roadways or attacking with incendiary devices.
- e. Disrupting security force communications by cutting off electric power, jamming telephone lines or making false calls requesting police assistance.
- f. Seizing and holding buildings may be attempted. This often includes destruction of property.

23. **Potential Behaviour.** Crowd Confrontation situations that may involve the use of CF personnel could involve the threat of death, serious injury or property damage. Specific acts of violence may take many forms, limited only by the ingenuity of the perpetrators. Some actions are intended to provoke responses, while others are intended to heighten the sense of anarchy and feed the violence of the crowd

## Crowd Confrontation Operation

behaviour. Some of the specific behaviour that may be directed at military forces are:

- a. **Verbal and Written Abuse.** Military forces should be prepared for abuse that aims to provoke anger and individual responses that may later be exploited by the agitators or media as acts of brutality.
- b. **Noise.** Noise, coupled with increasing excitement and aggressiveness of crowd members, heightens tensions, causes fatigue, and can erode the morale of military forces. It also interferes with the command of those forces.
- c. **Attacks on Forces and Equipment.** Vehicles may be overturned, set on fire, have their windows broken, their tires slashed and punctured. Command vehicles are often the objects of such attacks. The same kind of violence may be directed at fire-fighting or other public utility vehicles and their equipment. While these are often symbols of authority, they are also being attacked to provoke responses.
- d. **Missiles.** A variety of objects may be thrown or dropped from rooftops, overpasses, or other tall structures. Missiles may include local material such as rocks and trash, and prepared items like Molotov cocktails and acid.
- e. **Moving Vehicles.** Vehicles may be used against road blocks or military forces, or to block routes.
- f. **Property Damage and Looting.** Violence may be directed at private vehicles, residences, and businesses to divert military forces or for personal gain. Fire hydrants and power lines may be damaged, and poles knocked down across streets to impede the movement of military forces. Power stations, water facilities, and telephone exchanges may be destroyed or damaged.

- g. **Demolitions and Explosives.** An explosion could be set off by the agitators, within the crowd to set off panic or heighten the perceived belief of oppression by the authority (they blame the bomb and killings on the authorities), or against the security forces.
- h. **Weapons and Firearms.** Small arms, or other deadly weapons, may be used within and from outside of the crowd. A range of weapons and firearms may be employed from inside or outside of crowds to disrupt the security forces, or on the crowd by the crowd agitators in order to incite the crowd, claim first use by the security forces and provoke an indiscriminate deadly response against the crowd. Responses by forces involved in CCO must be carefully considered, planned and rehearsed.
- i. **NBC.** A range of NBC weapons may be employed to disrupt the security forces, or on the crowd by the crowd agitators in order to incite the crowd and to claim first use by the security forces. This may include the employment of riot control agents and improvised chemical biological and radiological devices (ICBRD).

## **SECTION 4 CROWD LEADERSHIP**

### **DEVELOPMENT OF CROWD LEADERS**

24. Some crowds have a previously identified leader who may be a chief speaker, person with celebrity, or some other obvious individual. However, leaders may also emerge from within the crowd through actions or comments. Unfortunately, the removal of one leader often results in the follow-on development of another. The identification of these leaders is a key activity in CCO.

## **ROLE OF CIVIC, POLITICAL AND RELIGIOUS LEADERS**

25. The role and potential participation of political or religious leaders in large assemblies is a significant consideration in planning a CCO. These individuals often legitimize a crowd's activities in the minds of participants. They can be powerful agitators or maintainers of orderly conduct. Crowd monitoring and intelligence preparation can assist in assessing the impact of their participation. At the same time, it is possible for the crowd to be influence and radicalized despite the presence of these prominent leaders.

## **CHAPTER 4**

### **PLANNING FOR CROWD CONFRONTATION OPERATIONS**

*The problem is to grasp, in innumerable special cases, the actual situation, which is covered by the mist of uncertainty, to appraise the facts correctly and to guess the unknown elements, to reach a decision quickly and then to carry it out forcefully and relentlessly.*

—Helmuth von Moltke

#### **SECTION 1**

##### **GENERAL**

1. Like all military operations, planning for CCO is a critical requirement in order to achieve mission success. As well as planning the immediate mission, planners must also consider the second and third order effects that may occur as a result of actions either taken or not taken. Local information, including cultural understanding of the likely reactions of the population is also key.

#### **SECTION 2**

##### **PLANNING PROCESSES**

#### **THE OPERATIONAL PLANNING PROCESS AND CROWD CONFRONTATION OPERATIONS**

2. The OPP is a process that is valid and useful for CCO. As for all operations, it should be incorporated into training and the execution of operations when appropriate.

#### **INTELLIGENCE PREPARATION OF THE BATTLESPACE AND CROWD CONFRONTATION OPERATIONS**

3. Intelligence preparation of the battlespace (IPB) recognizes the contiguous, multidimensional and often asymmetric aspects of the battlespace and is a vital element for CCO. IPB is used for operations, yet locations where CCO situations occur may not always be battlefields. The keys to success in accomplishing CCO missions are

## Crowd Confrontation Operation

the development of operational IPB prior to deployment and aggressive gathering of intelligence information during the operation. The importance of considering CCO within the IPB is significant today as units deploy more frequently to peace operations. The deployment of units into potentially hostile urban environments and their subsequent employment against ambiguous threats make IPB critical. The primary difference between IPB for conventional armed conflict and that for peace support operations is the focus. A high degree of detail is required to develop patterns that allow a predictive analysis to emerge. To conduct threat analysis for possible civil disturbances there may be a need for an enormous amount of demographic information, or for the use of different sources of information than are normally considered on other operations. Specific differences between IPB for conventional operations and for CCO need to be identified and incorporated into staff training. Consequently, how to deal with CCO situations should be a key aspect of every staff wargaming session before operation orders are produced.

4. Information is the key to developing plans for appropriate responses to CCO situations. Coordination must be made with local authorities, local police, and, as applicable, with other agencies such as the International Police Task Force (IPTF), and the United Nations High Commissioner for Refugees (UNHCR). Non-governmental organizations (NGOs), local universities, libraries, newspaper archives and similar sources should all be considered in order to develop the depth of local knowledge that may be required to prepare for any potential CCO. Each CCO situation must be viewed as a potential flashpoint.

## SECTION 3

### PLANNING FOR CROWD CONFRONTATION OPERATIONS

#### PREPARATORY PLANNING FOR CROWD CONFRONTATION OPERATIONS

5. **Preparations for Crowd Confrontation Situations.** In preparing for possible CCO there are considerations that are general, and long-term, as well as mission-specific. The long-term preparations would include receipt of guidance for CCO on the particular operation, CCO specific ROE, conduct of training to the



decreed level (for commanders, staff and forces), and acquisition, provision and storage of equipment that may be required.

6. **CCO Contingency Planning.** Contingency planning is a key to military success. In the CCO contingency planning process, it is very important to conduct a legal analysis of the proposed operation to ensure that CF members are operating within an established legal framework and that their proposed actions are legally appropriate. If a CCO is expected, the contingency plans should be reviewed and they could cover:

- a. The establishment of joint police and military operational headquarters where this is appropriate.
- b. Review of applicable ROE and consideration of additional rules of engagement request (ROEREQ), if necessary.
- c. An assessment of the different types of disturbances likely to develop, their probable locations and the strengths and action needed to control or suppress them and any likely tasks or roles the military forces may have.
- d. An assessment of the forces required for each locality, and the earmarking of forces for each task.
- e. The arrangements for representatives of the civil authorities, who may be police officers, to accompany the forces.
- f. Joint reconnaissance, if possible down to platoon or section level.
- g. The channels and levels of authorities through which requests for military assistance should be made.
- h. An assessment of critical areas and centres of communication which must be securely held.

## Crowd Confrontation Operation

- i. The collection of information/documentation by photographic means or by written or tape-recorded eye witness accounts.
- j. Arrangements for detaining, handling, holding and transfer.
- k. The preparation of any special stores likely to be needed, e.g. public address equipment, barbed wire, kniferests, sandbags, fire fighting equipment and emergency lighting.
- l. The reception, accommodation and administration of forces and reinforcements.
- m. The rehearsal of procedures and the testing of communications. In all areas where operations are likely there should be specific military frequency allocations so that radio can be used immediately on arrival.
- n. Provision of CCO equipment and maps for reinforcing units.
- o. Maintenance of handover briefings for commanders of reinforcing units on arrival.
- p. Plans to divert civil traffic, including the provision for maintaining cleared routes for use by military reinforcements.
- q. The use of interpreters during deployment.
- r. Post operation protocols.

7. **Planning for CCO During Operations.** The anticipation of military responses to CCO situations during operations is important. Concurrent information gathering, communications, and updating of plans are worthwhile to help conduct CCO. Lessons learned should be noted. Planning for CCO is covered in this chapter and the actual conduct of CCO is described further in Chapter 5.

8. **Post CCO Activities.** After the conduct of CCO, planning for the next situation should continue. Information gathering should continue amplified by effective CIMIC including a rapid transfer of any assumed military responsibilities back to the civil authority. As for all operations, a concerted and formalised approach to capturing observations and processing them into lessons learned remains a vital activity.

## OPERATIONAL CONSIDERATIONS

9. **Coordination of effort with civil authority.** Normally, operations are conducted with, or in support of, the civilian law enforcement authorities. These joint operations require coordination of:

- a. intelligence and information;
- b. use of force procedures for each type of situation;
- c. transfer of command authority;
- d. communications compatibility;
- e. detention, custody and evidence responsibilities and procedures;
- f. provision of accompanying police officers and provision of representatives of the civil power;
- g. tasking or allocation of pooled resources;
- h. casualty evacuation;
- i. media relations; and
- j. joint rehearsals and training.

10. **Liaison.** As for any operation, liaison is very important on CCO. The collocation of military and civil command posts provides a partial solution to the problems of command and control. Police and fire stations should be used for joint command posts where possible, as

## Crowd Confrontation Operation

they are usually strategically located throughout the area and because of their special communications facilities. The collocation of military and police headquarters provides:

- a. mutual coordination and liaison;
- b. good communications;
- c. centralization of information and intelligence;
- d. facilities for joint operations; and
- e. unity of effort.

11. **Military Records.** Military action in support of the civil authorities may be the subject of subsequent enquiry. It is therefore essential to be able to establish what happened, and a complete record must be kept of all events as they occur. Headquarters radio logs, or similar war diary information, are important. The use of a pocket tape recorder can eliminate the need for laborious note taking and provides a convincing record for subsequent use. Commanders at all levels must ensure that a record is made of such things as:

- a. important events in chronological order;
- b. details of any orders received and issued, either in writing or orally;
- c. the names of civil representatives or police officers with which the commander has consulted;
- d. details of any requests, proposals and advice given by the civil authorities; and
- e. reasons for decisions, subsequent action taken and results.

12. **Ammunition.** Ammunition of all natures must be strictly controlled and accounted for. The control of ammunition is particularly important because it provides a check on the number and type of rounds expended and acts as a deterrent to careless handling or unauthorized firing by forces.

13. **Enabling Operations:**

- a. **Personnel Support.** Personnel support, especially chaplain functions, are important in support of CCO.
- b. **Health Services Support.** Health Services Support remains important from a force protection point of view. Its specific importance on CCO may be limited depending on the threat and actual level of contact with crowds, but its use in support of the OPP for CCO remains valid.
- c. **Intelligence.** Intelligence and counter-intelligence are critical throughout planning and conduct of all CCO.
- d. **Military Police.** MPs are key to CCO. They can assist in liaison with local police forces and can advise on police issues related to CCO. MPs can assist in training forces in preparation for CCO, including: interface with police, detention, roadblocks, personnel search, use of pepper spray and batons.
- e. **Surveillance.** Surveillance remains critical for CCO as for any operation. It forms an integral part of the OPP and of crowd monitoring.
- f. **Engineer.** Engineers provide close support to the CCO, with mobility support (e.g. removing roadblocks, clearing mines), counter-mobility (e.g. emplacing roadblocks), survivability (fortifications for fixed accommodations, EOD) and sustainment (living quarters, advising on building construction, acquiring and running flood lights, water supply, pumps for water).
- g. **Geomatics Support.** While a subset of Engineer support, the geomatics support teams (GST) deployed with Canadian forces can provide a multitude of tools, ranging from maps to digital representations on monitors. They must be involved

early, through the Task Force (TF) Engineer staff, to allow them to gather international, national and local data. They are capable of providing innovative tools for commanders and forces to aid in the visualization of the ground (or urban area), and decision-making aids. Some of the information compilation takes time, but digital data allows the expansion of the information as it is developed. Hence, a clear articulation of priority of effort helps the GST and staff.

- h. **Nuclear, Biological and Chemical Defence.** NBCD may provide some benefits during CCO. The current respirator protects against most police riot control agents, but is not effective against most toxic industrial materials (TIM). Improved NBC detection equipment is being developed which will provide for exposure monitoring in low-level radiation environments. A serious capability deficiency is the lack of equipment in field units to detect TIM. Decontamination capabilities are being developed which should be useful in cleaning up after TIM are encountered or riot control agents are used. NBCD officers at unit and formation level, along with the Engineer and Medical staffs, can provide advice on the hazard posed by TIM.
- i. **Airspace Control.** The immediate importance of airspace control may be limited depending on the organization of the crowds, but its use in support of CCO remains valid.
- j. **Air Defence.** Depending on the threat, air defence likely remains critical for CCO.
- k. **Identification of the Threat.** The identification of the threat and the selection and application of the appropriate means and degree of force to counter that threat will be derived from the commander's OPP.

- l. **Logistic Support and Movement.** Logistic support and maintenance plans to support operations towards crowd confrontation situations will be important and must be considered from the unique perspective required for CCO.
- m. **Public Affairs (PAff).** Public affairs (PAff) for CCO are critical to a mission's success. A PAff plan, coordinated with an IO campaign through an Information Operations Coordination Cell, is important for passing the correct information and messages to internal and external audiences at home as well as in the area of operations (AO). CCO are high risk operations in term of attracting negative media coverage but professional deportment by the forces involved and effective PAff strategy can help to counter this risk.
- n. **Civil-military Cooperation (CIMIC).** CIMIC supports CCO by providing a means for the commander to influence the activities of the civilian populace and the leaders. It also provides a means of information gathering as well as obtaining feedback from the populace on issues that allow the commander to adjust his plans.
- o. **Communications and Information Systems (CIS).** Whenever forces are called to aid the local authorities it is the responsibility of the military commander, not the local forces, to see that they can communicate with each other. Even though this may be achieved by the provision of a radio set on the local net for use by the military, or by attaching a liaison officer, it is still a military responsibility to see that it is done.
- p. **Command and Control Warfare (C2W) and Electronic Warfare (EW).** The use of C2W and EW have a growing significance in CCO but in Canada these may require a specific lawful authorization. The increased dependence on personal electronics by crowd organizers and

## Crowd Confrontation Operation

agitators requires careful consideration and employment of this capability.

- q. **Psychological Operations (PSYOPS).** PSYOPS can be effectively employed to influence, control and disperse crowds. The use of PSYOPS within CCO must be in accordance with a well-designed IO plan.

## THE OPERATIONAL LESSONS LEARNED PROCESS

14. The operational lessons learned process is an essential part of all operations. The collection of observations, their analysis and identification of issues and their dissemination in order to learn the lesson are also applicable to CCO. For further detail see B-GG-005-004/AF-004 *Force Employment*.

## SECTION 4 ORGANIZING FOR CROWD CONFRONTATION OPERATIONS

### ORGANIZATION OF THE FORCE

15. For each CCO situation, a commander has to design an appropriate force based on an assessment of the threat, forces available, and the operational orders and instructions received. This process will allow the commander to integrate a full spectrum of deadly and non-deadly force. Consequently, each CCO force will be mission-specific. Similarly, the organization of the headquarters for CCO will be mission-specific.

### COMMAND AND CONTROL REQUIREMENTS

16. A well organized, supported, and informed C2 organization with adequate communications and equipment and potentially deployable infrastructure would be required. Once again, this organization could be specially trained, equipped, and prepared for the task or a dual-role.



## TRAINING

17. As a unique operation, CCO will require specialized training in the Use of Force Continuum and the employment of CF approved NLW. Training for CCO across the spectrum of operations and within the continuum of operations is in line with current CF training methodologies. The inclusion of applicable CCO issues in individual and collective training packages and as part of normal refresher and mission-specific training may be required as part of national directions. Training for operations is further covered in B-GG-005-004/AF-000 *CF Operations*.

## SECTION 5 ORGANIZATIONS FOR CROWD CONFRONTATIONS

### TYPES OF ORGANIZATIONS

18. **Types of Organizations.** Generally, CCO forces are either planned or ad-hoc:

- a. **Planned.** Previously organized units are possible and often preferable to deal with CCO situations. Examples are:
  - (1) **Military Police.** The use of MPs instead of combat arms units would be preferable for conducting necessary policing activities.
  - (2) **Military Specialized Unit.** One type of unit, which is effectively employed on PSO, is the Military Specialized Unit (MSU) in Task Force Bosnia Herzegovina (TFBH). Canada does not have a role in, nor will it contribute forces to such unit. Such a unit is established and trained specifically to act in a police role for operations.
  - (3) **Re-rolled Unit.** By exception a re-rolled unit could be specifically trained and planned for this unconventional role. This

is unlikely to happen, and would require extensive preparation and equipping.

- b. **Ad-hoc.** Previously organized units to deal with CCO situations may not be possible within deployment ceilings or not preferable as a result of the mission analysis. If the potential for CCO exists then an earmarked force must be trained, rehearsed and prepared to react to CCO situations. Possible examples include but are not limited to the following:
  - (1) **Immediate Reaction Unit (IRU).** An IRU of a sub-unit to unit size could be identified to train on a rotational basis for CCO tasks.
  - (2) **Task-Tailored Force.** A force could be drawn from existing sub-units and units through the normal orders process and groupings and tasks in reaction to unforeseen CCO activities. The possibility of this option would be mission-specific.
  - (3) **Quick Reaction Force (QRF).** A force of platoon to company size could be permanently earmarked as a QRF to respond to unforeseen emergencies including potential CCO duties.

## COMPONENTS OF A DEPLOYED FORCE

19. **Possible Components of a Deployed Force.** Whether the deployed force is trained for CCO, is planned, or is ad hoc, the components of a force may differ between domestic and international contingency operations. In some situations the police forces may be well organized and equipped to deal with crowd disorders. In addition, new tactics and weapons (possibly non-lethal) indicate that all forms of dealing with disturbances should be rigorously examined and rehearsed before being taken into use.

20. A military force designed to conduct CCO, especially crowd control, crowd dispersal, and crowd manoeuvring should normally have the following four components. The relative strength of each component to the other components depends entirely on the situations and the role allocated to the military force. These components are:

- a. a baseline force;
- b. an detaining force where appropriate;
- c. an anti-sniper screen; and
- d. a reserve.

## **BASELINE FORCE**

21. The baseline is a barrier from which action may be taken against crowds, and behind which reorganization can take place. It consists of a combination of vehicles and soldiers on foot carrying a mix of weapons and shields. The line should be able to move forwards or backwards whilst retaining a blocking capability. There may be occasions, however, when the aim of the baseline is to remain static, and in such instances there could be kniferests or some other form of barricade in place of vehicles. The baseline is invariably established as the first stage of controlling a crowd and serves as the mainstay in dispersal or suppression tasks. Possible uses are:

- a. Holding ground while the detaining force, in the form of snatch squads, operates either through it or around its flanks.
- b. To move forward as an entity and in conjunction with snatch squads, disperse the crowd, by forcing it back.
- c. Blocking or containing a crowd.
- d. Keeping two opposing crowds apart.

## Crowd Confrontation Operation

- e. Holding ground on flanks and side roads while the main police force carry out blocking or dispersal operations in the area of maximum trouble.
- f. Acting as a back up to the police and moving forwards or backwards behind the police while they disperse the crowd in front of the baseline. In this instance, the baseline also acts as a line behind which the police can fall to reorganize before recommencing operations.

22. **Baseline Force Composition.** It should be noted that the actual strengths and mix of weapons depend on each situation and should be decided upon during the OPP. A suggested organization for a platoon sized baseline is:

- a. Two teams of shield personnel carrying shields and batons. They will not be armed and will wear helmets with visors down.
- b. One team providing batons or any other non-lethal systems in support of the shield line.
- c. One team providing close anti-sniper protection and lookouts for acid, petrol and blast bombs.
- d. One team as snatch squad (or if provided from elsewhere, the team can be used as extra shield personnel).
- e. One team (Commander's Team) including platoon commander and platoon 2IC with two soldiers to put out soldiers on fire, splash down acid bomb victims with water and act as re-supply runners. They may also be used to escort any detainee as applicable.

## DETAINING FORCE

23. Military forces may be required to detain persons either when working in collaboration with the police or in isolation, as detention sometimes is the only really effective means to force the dispersal of a

crowd. This is the subject of specific operational direction and clarification of peace officer status in domestic operations. Individuals may be designated as the detaining force or a snatch squad may be so empowered.

- a. **Snatch Squads.** If snatch squads are used to effect detention, the actual number and composition of each would be dependent on the situation and the number of forces available at the time. An escort with a rifle may also be nominated as additional anti-sniper cover for a snatch squad in those circumstances where there is a reasonable apprehension of a threat of death or serious injury against CF or police personnel. Such cover would normally be provided within the overall area plan for protection. Snatch squads for CCO should be carefully briefed on the following points:
  - (1) Detention procedures, such as cautioning, are legally required to assist in conviction.
  - (2) The further forward they move from the baseline—the more vulnerable they become. A limit of exploitation should be given.
  - (3) Detain only one individual at a time: the squad commander should make the selection.
  - (4) The dangers of splitting up.
  - (5) The value of speed of action.
- b. **Employment of Snatch Squads.** To dominate a CCO situation, it may be necessary to actually detain personnel who are leading the civil disturbance. An instigator is identified as a person that is "prodding" others to commit disruptive acts, or the one who is orchestrating the group. Often, an instigator carries a bullhorn or hand-held radio. Lessons learned indicate that forcibly snatching

## Crowd Confrontation Operation

instigators from demonstrations or riots can alleviate the organized violence of a crowd. The exit from the baseline has to be decisive and unannounced. The detention should be conducted very swiftly.

- c. The smallest unit that can employ the “snatch-and-grab” technique is a platoon. Before a platoon deploys, a four-soldier snatch-and-grab team should be identified. Two of the soldiers secure the individual and two provide security. Once an instigator is identified in a aggressive crowd, the snatch-and-grab team deploys into the crowd and grabs the assailant and pulls him back behind the friendly picket line.
- d. It is imperative that the four-man snatch-and-grab team wears the helmet with face shield down and fragmentation vest, but the team should not bring weapons with them into the crowd. Only batons should be carried into the crowd by the two-man security team. The snatch-and-grab team needs to remain in contact with the adjacent soldiers on the line formation as they pass through. That formation should remain ready to respond to any crowd actions that threaten the snatch-and-grab team. Once the snatch-and-grab team has apprehended the riot instigator, it needs to go directly to a secure location out of the crowd's line of sight.
- e. **Processing Detained Persons.** In addition to the snatch squads, it may be necessary (if this is not being handled by the police) to have a detention grouping to process detainees. Whilst correct procedures and continuity of evidence are essential, all involved must be aware of the necessity to move a detained persons to police custody as soon as possible. Once again, it cannot be assumed that CF personnel involved in CCO automatically have the authority to detain.
- f. **Interrogation.** In CCO, detainees will normally be processed and expeditiously passed to the local civil authority. Any questioning or interrogation can only

be conducted when specifically authorized and by qualified CF personnel in accordance with CF policy and doctrine.

- g. **Future Action.** Finally, and especially if the police is not present, full use should be made of video and photography of the disturbance for further action by the appropriate civil authorities.

## ANTI-SNIPER SCREEN

24. A military force could be requested to provide anti-sniper cover for CCO, even those conducted by police forces. Military snipers normally operate in teams of two: an observer and a firer. The observer locates and identifies targets, gives fire correction, protects the firer and handles communications. Sniper operations are described further below in Special Tasks.

## RESERVE

25. **Formation and Maintenance of a Reserve.** As in any military operation, a reserve is essential to afford flexibility to the commander. The reserve should be positioned centrally, and must be prepared for any task from thickening up the baseline to providing extra anti-sniper cover or additional snatch squads. It must be mobile and equipped to cover any eventuality. The formation and maintenance of a reserve is a difficult but necessary requirement. A reserve at the section and platoon levels is not normally feasible, but is essential at the company level and higher. Ideally, command of reserves rests at the level held, e.g. a company commander's reserve is a component of the battalion commander's reserve. The inter-relationship must be clear and all agencies must be advised when reserves are committed.

26. The reserve must be given clear orders concerning:
- a. its role;
  - b. its possible and probable tasks;

## Crowd Confrontation Operation

- c. special equipment and training required; and
- d. limitations, if any, on reconnaissance, briefing, and rehearsal.

27. Some of the factors affecting reserves are the priority of tasks, time and space, communications and duration of the emergency. Commanders must also consider the following:

- a. **Rotation.** The same forces should not remain continuously in this role.
- b. **Off-duty Personnel.** Personnel on rest must be used in an emergency but they are not reserves, as their primary task still has to be done.
- c. **Reconstituting the Reserve.** When a reserve is committed, a commander regroups or calls for external reinforcement, to immediately reconstitute a reserve.

28. **Establishment of an Administrative Area.** The establishment of an administrative area for the reserve, logistics or dealing with detainees may be useful on CCO. Areas where forces live, eat and rest in security and out of public view, should be located inside or near the unit or sub-unit area of responsibility (AOR), whenever possible. Armouries are often suitable, but other public buildings such as schools, fire halls, police stations, or sports centres can be used. In selecting a location, the following points should be considered:

- a. security of personnel and equipment;
- b. living, sanitation and water facilities;
- c. communication facilities;
- d. proximity of the unit or sub-unit AOR; and
- e. troop comfort.



## NAVAL BOARDING PARTIES

29. Generally, naval boarding parties operate between two ships supported by other naval forces. Specific organizations used for CCO on this task will be in accordance with standard naval decision-making processes. Existing naval procedures will apply and may be amplified by the adoption of applicable CCO concepts and procedures.

## AIRFIELD DEFENCE FORCES

30. Generally, airfield defence forces operate from an area with a secure or patrolled perimeter and controlled access. Specific organizations used for CCO at these installations will be situation-dependant and driven by forces available. Existing Air Force procedures will apply and may be amplified by the adoption of applicable CCO concepts and procedures.

## SPECIAL TASKS

31. **Sniper Operations.** Indiscriminate, random shooting during a disturbance does not automatically mean sniper fire. While military sniper operations emphasise deliberate and discriminate fire (often – single-shots at long ranges), agitators, activists or others that may be involved with crowds and disturbances may not act in the same way. Their employment of gunmen could be for several reasons: disrupt the security forces (military and police), inflame the crowd (kill several participants and blame it on the security forces), or simple terror. Hence, gunfire could involve multiple shots or automatic fire at targets that are not easily understood. Special techniques may be required to counter the activities of gunmen. A military force could be requested to provide anti-sniper cover for CCO, even those conducted by police forces. The policy for the provision of sniper support for CCO requires careful consideration and consultation with the rules of engagement and use of force guidelines. It would normally be preferable to allow the police forces to use their own, or to employ other forces that are specifically trained to work with police forces. Battalion snipers could be employed after careful briefing and rehearsals. ROE and direction will have to be clear as to whether the military sniper is protecting our forces, police forces, emergency forces or civilians. The operation will normally be conducted from

## Crowd Confrontation Operation

outside the forces on the ground to cover the baseline of our own forces. It is essential that well-trained military snipers are chosen and that good communications be provided.

32. Forces operating in built-up areas must form the habit of looking for likely positions from which gunfire may be directed at them or at civilians. On street patrols, both foot and mobile, the patrol commander must assign areas of surveillance to members of his unit. Some are detailed to look to the flanks, at windows, rooftops and trees on each side of the street. Others are instructed to provide rear security. Finally, during movement, the point keeps a close watch on the likely fire positions to its front. The commander makes frequent checks on his forces' alertness and ensures that, where possible, they avoid moving under streetlights or through other lighted areas. As in all streets patrolling, he varies his route and speed of march. Forces riding in vehicles follow substantially the same guidelines; they face outboard and look out and up constantly. Areas that are known to have come under previous gunfire or which represent good targets such as intersections may be assigned static guards. These personnel make use of available cover and concealment; in no case should they be positioned on rooftops, unless local police and other forces are shown their locations. Static guards are checked often and should not remain at their posts for more than four hours. Should gunfire take place while a disturbance, large fire, etc., is in progress, the actions of anti-sniper teams must be coordinated with the actions of the main force.

33. Prior to an assault on a gunman, verbal persuasion should be tried in order to convince him to surrender. Use of gas and smoke from police resources may drive him into the open where he can be apprehended, or gas and smoke may be used to disable the gunman and cover the move of the anti-sniper teams. Covering and suppressive fire may be used where circumstances allow.

34. Military snipers are subject to the same restrictions on firing as other military personnel. These restrictions must be clearly given in the orders to the military snipers. Military snipers should not be used where a marksman could do the job; otherwise unit snipers will soon be exhausted. A further consideration is that the identity of unit snipers, especially those who have been successful, must be protected. Known military snipers may be the subjects of special manhunts mounted by the criminal elements.

35. **Clearance of Barricaded Buildings.** The seizing and occupation of a building is a fairly common crowd tactic during civil protest events. This creates a significant hazard to forces operating in the area, and it may be necessary to clear the building before order can be restored. This type of CCO is high risk from the point of view of safety of our own forces, negative publicity and the mission in theatre. It should be avoided whenever possible unless it is essential to the mission. While military forces have vehicles and equipment capable of breaking into barricaded buildings, their use must be carefully considered to avoid collateral damage or injury to personnel. It will normally be better to isolate the barricaded building rather than trying to enter it. Clearing barricaded buildings is similar to a cordon and search operation—a cordon is deployed quickly and then the clearing party is inserted. Rules of engagement and use of force must be briefed and rehearsed before conducting building clearance operations. If the military is involved in entering the building, it should be part of a joint force (military and police) organized into three groups: a cordon group, a clearing group and an escort group.

- a. The cordon group is positioned outside the building and prevents entry into the building, and detains anyone leaving the building.
- b. The clearing group is normally divided into:
  - (1) **Security Team(s).** These teams secure entrances. They may also secure rooms and floors once they are cleared, if the threat requires it.
  - (2) **Clearing Team(s).** These personnel will normally be police, particularly in domestic operations. They physically move people, make arrests, record property damage, and collect evidence.
  - (3) **Chemical Irritant Team(s).** If chemical irritants are used, it will normally be used by police forces, in support of the police clearing teams.

## Crowd Confrontation Operation

- c. The escort group moves detained people away from the AO, and hands them over to civilian law enforcement authorities.

36. **Other Special Tasks.** This may include bomb searches and disposal, removal of barricades from roads/bridges, NBC response team and other public facilities. Aide-mémoires for these special tasks are provided at Annex B.

## SECTION 6 TACTICAL FORMATIONS

### TACTICAL FORMATIONS

37. The task organization considered as the "minimum required" to respond to a crowd confrontation situation is an infantry rifle company, or like-sized unit of 120-200 soldiers, augmented with reconnaissance, snipers, a CIMIC team, a PSYOPS team, and combat service support (CSS) as applicable. One platoon is positioned to either prevent collateral damage from occurring or to separate opposing factions; one platoon assists with the linkup of the police where applicable and one platoon postures to serve as a QRF. Tactical formations within all planned or ad hoc formations are normally required for a variety of situations. Some effective formations that require specialized training could be, but are not limited to: cordon, box, line, echelon, wedge, and stack formations.

## **CHAPTER 5**

### **CONDUCT OF CROWD CONFRONTATION OPERATIONS**

#### **SECTION 1**

#### **GENERAL**

#### **GENERAL**

1. CCO have been developed as a as a means of identifying subsets of activities that may occur sequentially, concurrently, or in isolation from each other. CCO cover the entire spectrum of crowd interaction from observing a demonstration to manoeuvring a crowd within the area of operations (AO). They encompass the entire spectrum of conflict and cover the continuum of operations. The six elements of CCO are further described in this chapter with emphasis on additional procedures that may prove useful.

#### **GENERAL RULES**

2. **General Rules.** When dealing with a crowd, the following general rules apply:

- a. face the crowd;
- b. use requests not orders;
- c. use appropriate level of language;
- d. ignore baiting tactics; and
- e. identify potential leaders.

#### **INITIATION OF AN OPERATION**

3. CCO situations may be predicted, planned, or occur spontaneously. The initiation of a military response to these situations, including the task organization, specific equipment, and the

## Crowd Confrontation Operation

ROE to be employed, is through the issue of standard operational orders and instructions.

## MILITARY RESPONSES FOR CROWD CONFRONTATION OPERATIONS

4. The military response to operational direction to conduct CCO may be a phased or emergency response.
  - a. **Phased Response.** A phased response could include a graduated military response including approach, force deployment, tactics, weapons, and physical presence. Key concepts relating to the use of force such as minimum force and self-defence are set out in B-GG-005-004/AF-005 *Use of Force in CF Operations*. The production of a graduated response model to support the ROE could be considered at the national level.
  - b. **Emergency Response.** An emergency response implies an ability to anticipate, deploy or conduct a CCO with minimum pre-planning. It could consist of a quick reaction deployment or tactical decisions made concurrently with the normal military combat estimate. Effective use of drills and rehearsals can facilitate such a response.

## SECTION 2 CROWD INFLUENCING TECHNIQUES

### CROWD INFLUENCING TECHNIQUES

5. Throughout CCO, crowd influencing techniques may prove to be the most effective tools to be employed. Active and passive measures to influence a crowd should be used to affect the outcome of CCO situations. The value of warning and persuasion, without the use of force, particularly when directed at community leaders is important, and the use of minimum necessary force must always be borne in mind. Tactics must include pre-emptive techniques for influencing aggressive crowds before a disturbance can develop, force extraction

skills, and the employment of non-lethal weapons (NLW) and selective deadly force when and if necessary and reasonable in the circumstances. The use of interpreters to make announcements where necessary and a prior careful assessment of cultural aspects of the local population are essential, particularly in assessing the most likely effects of control measures and potential second and third order effects.

6. A crowd nearly always includes innocent people, caught up in it through circumstances or idle curiosity; it may also shelter agitators, who seek to provoke the security forces into ill-considered, hasty action. It reinforces the importance that no more than the minimum necessary force is used to disperse a crowd and that the methods employed are appropriate to its mood and the local situation. The commander must consider which method of dealing with a crowd is most appropriate for the situation. Effective measures include:

- a. **Contingency Planning.** Anticipating crowds and their goals, preparing demonstration sites, information gathering, and information operations are ways to help avoid CCO situations.
- b. **Deterrence.** Disorderly conduct should be consistently dissuaded, but planned for. The threat or possibility of military response by itself is often an effective crowd influencing technique.
- c. **Warning.** If a crowd remains intransigent, all adequate warning methods should be used, if circumstances permit.
- d. **Persuasion.** When deterrence and warning fail, persuasion may be necessary. If possible, attempts by the civil authorities should always be made to persuade crowds to disperse peacefully. This is normally the responsibility of the police. Military forces should normally only be called in when the situation has gone beyond this point. Nevertheless some of the persuasion methods available are:
  - (1) **Voluntarily.** The first step, which may often be the most effective and the least

provocative, is unobtrusive discussion with the leaders. This may lead to the orderly dispersal of a crowd. Moreover, this dispersal then appears to be voluntary rather than enforced by the security forces.

- (2) **Verbal or Visual Persuasion.** The crowd may be addressed by loud hailer or by some other form of amplified system. Someone should always prepare announcements with knowledge of local affairs and who can advise on the most persuasive approach; an announcer with a local accent may also be effective and an interpreter may be needed. If no expert is available then a commander may have to extemporize; it is always most profitable to address responsible members of the crowd and rely on them to influence the remainder. When adopting any of these methods some pitfalls which should be avoided are:
  - (a) **Pleas.** Pleading from a position of psychological or physical strength may be a logical and productive stage in the process of dispersal; however it is more likely than not that pleas from a position of weakness will produce an adverse effect.
  - (b) **Promises.** While promises may produce an immediate and positive result, the longer term results of rash promises made without due authority are inevitably negative and damaging to the security forces.
  - (c) **Threats.** Direct threats should be avoided. The implied threat of force, coupled with the credibility of the force, must be relied upon.



This does not preclude informing the crowd that physical measures will be taken.

- (3) **Observation and Containment.** There are numerous occasions when to contain, observe and threaten a crowd should be enough. The lack of a suitable target, which could be the security force, may cause the crowd to disperse from fear or boredom. The ringleaders may have particular difficulty in inciting the crowd if there is no suitable target for them to attack.
- (4) **Show of Force.** A display of force may be very effective on those drawn into the crowd more by curiosity than conviction. However, a show of force may be seen as provocative, causing the situation to get rapidly worse. Less provocation can be achieved by posting observation posts (OPs), particularly on rooftops and high buildings where they can be seen, so that the crowd becomes aware of a military presence, and individuals may begin to fear being surrounded and decide to leave. Their departure can be infectious and the crowd should be allowed to melt away. While an open show of force may require that all forces available be seen, a more unobtrusive approach should always be backed up by a reserve. This may be needed should an isolated detachment be attacked or surrounded.
- e. **Isolation.** The isolation of ringleaders and belligerent crowds may be necessary.
- f. **Containment.** The crowd may wish to remain mobile and may get destructive. The containment of a crowd is key when dealing with a CCO.

## INFLUENCING AT SEA

7. Crowds afloat pose some problems before the boarding party arrives. The use of all communication means and normal naval tactics focussed at influencing the other ship should be considered in addition to the force protection issues surrounding the boarding party. Once aboard the other ship, the naval boarding party may use some of the applicable techniques previously presented in this section.

### SECTION 3

## CONDUCT OF CROWD CONFRONTATION OPERATIONS

### FORCE EMPLOYMENT

8. **General.** The conduct of CCO cannot be templated, but there are generally recognized steps and actions associated with most CCO.

9. **Force Employment.** When required to employ a force on CCO, the decision to employ a force rests with the operational commander. If a decision is taken to be involved on CCO and authority has been received from competent CF authority, then there are a number of factors to be considered in dealing with crowds, taking military action, deploying forces, and applying specific tactics and techniques.

10. **Anticipation.** Anticipation and the use of IPB as described in chapter 4 can help avoid CCO situations. If surprised, pre-planned techniques could help deal with the unanticipated. For example, if a particular route is identified as a desirable approach route for busses carrying a crowd, then a tactically useful technique might be to temporarily block that road. Once the demonstrators dismounted from their vehicles and closed on the military force, then the forces could “leap-frog” one kilometre further down the road. This could be repeated as often as necessary. Eventually, the crowd could get tired and give up the idea of conducting a demonstration. If constantly unloading from the busses did not dissuade the crowd from demonstrating, at least time would be gained to muster a force big enough to adequately prepare for CCO. However, to successfully conduct this delaying tactic, a detailed IPB is required including an analysis of key routes into potential demonstration sites.

11. **Preliminary Military Action.** Before a disturbance occurs, the military commander has to decide, in conjunction with the local authorities, whether and where his forces should be concentrated, where they should move to if disturbances occur, and whether or not they should be seen to be available. It is often prudent to move close to the scene of an anticipated disturbance, both to ensure that forces are readily available and to enable commanders to keep in touch with the situation. A commander must not, however, allow his forces to be scattered, and should keep a reserve under his control. A joint headquarters, where this is applicable, should be set up during this preliminary stage and the military and civil authorities must either be together in it or in close personal or radio contact.

12. **Information Required from the Civil Authorities.** Civil representatives should provide the following information:

- a. Nominate a rendezvous, near to the scene of the incident.
- b. Indicate the best route to the rendezvous to ensure arrival from the right direction without interference. This route should be kept open by the civil authorities, if possible.
- c. An estimate of the size of the crowd, its intentions, temper, weapons (if any) and capability.
- d. Any relevant topographical details including lighting problems at night.
- e. The direction in which the crowd should be dispersed (if applicable).

## **THE DEPLOYMENT OF FORCES**

13. Prior to deployment of forces, certain preliminary planning should have been completed and liaison with the civil authorities established. Further planning will also be required to decide:

- a. the route and direction by which forces should arrive;

## Crowd Confrontation Operation

- b. whether the move should be overt and massive, with a planned show of force, or unobtrusive;
- c. the tactics and weapons needed on arrival;
- d. a rendezvous where the military, local police and local commanders can meet—it must be well clear of the crowd but with a view of the scene of the disturbances; and
- e. preliminary orders for forces involved.

14. **Movement of Military Forces into the Area.** The decision whether to move forces openly or unobtrusively depends on the cause and degree of the disturbance. When it is of a minor and local nature, and particularly when violence has not yet occurred, the appearance of forces may have a calming effect, but if the disturbance is more serious and widespread, it may be wise to move in forces unobtrusively. If the situation is serious and the local authorities are rapidly losing or have lost control, forces must be moved in by the most direct open route. The preliminary reconnaissance should have identified all the likely routes, and civil action should be planned to speed movement by such measures as manual overriding of automatic traffic lights. It is essential that the move in be orderly, decisive and deliberate because when tension is running high, this type of movement has a steadying effect. Local guides and traffic escorts should be provided if available. Forces must move in formed bodies; neither personnel nor vehicles must be employed singly, and sentries or lookouts should be posted in pairs.

15. **Arrival of Military Forces.** Forces should be prepared to intervene the moment they arrive at the scene of the disturbance so that the situation does not deteriorate through unnecessary delay. They must therefore have a well-rehearsed deployment drill. Forces should never be brought to the scene of a disturbance until their intervention is required. If they arrive too early and then have to stand about waiting to be committed, the crowd may either find their presence provocative, or it may get used to them and be encouraged to think that no stronger measures will be used.

16. **Transport.** The following points should be noted:

- a. **Debussing Point.** If the military force moves to the scene of the disturbance in transport it should normally debus away from the area, unless armoured or special vehicles are in use and it is considered advantageous to debus close to the crowd. Forces must debus quickly to a practised drill with all their equipment, and form up at once.
- b. **Soft Skinned Transport.** Transport should be left under guard well clear of the incident, except for one vehicle which can be used to carry a small party including a policeman, to deal quickly with any specific diversions such as a splinter crowd setting fire to property, looting or attacking an individual. This vehicle can also carry wire or other barriers to block off side streets, entrances to building, etc., and is useful when dominating the area afterwards. It should, if possible, be fitted with protection kits and a fireproof canopy, and may carry a powerful public address system and searchlights. If vehicles are employed the commander may allot them tasks in the forward areas dependent upon the local situation. When vehicles are used well forward, a certain amount of the equipment can be left in them until required.

17. **Action on Arrival.** There can be no master sequence of events, and some of the actions listed below may have to be taken during earlier stages of preparation and planning. Once forces arrive at the scene of the disturbance, certain arrangements must either have been made before arrival, or be put into effect at once. These are:

- a. Information on the situation must be obtained from all available sources.
- b. If applicable an assessment must be made of the best direction in which to disperse the crowd. Some factors affecting this would be the mood of the crowd and its intentions, the existence of attractive targets and of other crowds, and alternative dispersal routes.

## Crowd Confrontation Operation

- c. The method of handling the crowd must be decided. It should not be bottled up but given time and room in which to disperse.
- d. The machinery for cooperation with the local authorities must be established.
- e. Deployment plans must ensure all round protection to prevent rioters from encircling security forces. It must be decided whether there is a deterrent value in detaining agitators.

## TERMINATION OF AN OPERATION

18. Like any operation, the termination point of a crowd confrontation situation is difficult to pinpoint. Once the crowd has dispersed, the forces have disengaged, redeployed and reconstituted, a CCO could be declared as completed.

19. **Subsequent Use of Civil Forces.** If the military commander assumes responsibility for the scene of disturbance, the local forces under civil control should normally be withdrawn into reserve, but a civil representative should remain with the military commander. Possible tasks for these forces, where applicable, could be:

- a. follow up quickly after the forces have used special equipment, should the crowd show signs of wavering, thus re-establishing police control;
- b. cover the forces' rear, by blocking side streets; and
- c. make arrests and take into custody those detained by the military forces.

## DEALING WITH AGGRESSIVE CROWDS

20. When an aggressive crowd gathers, crowd influencing techniques should be employed and the following initiatives should be considered where applicable and subject to the force organization selected:

- a. **Inner Ring Coordination.** The establishment of an inner ring and its coordination should take place at the tactical level—at the scene of the disturbance. Some key steps are:
  - (1) establish contact with the appropriate civilian law enforcement authorities;
  - (2) establish contact with senior town officials;
  - (3) keep civil police in front if a crowd gathers;
  - (4) confiscate weapons from unauthorized persons; and
  - (5) using caution, get photos and video of participants, particularly agitators.
- b. **Outer Ring Preparation.** The establishment of an outer ring and related measures should be effected by higher headquarters. Examples of related measures are:
  - (1) be prepared to seal off any locations, particularly weapons storage sites that could exacerbate the situation;
  - (2) be prepared to deny ingress into the disturbance site; and
  - (3) be prepared to counter a misinformation campaign.

## NAVAL BOARDING PARTIES

21. Force employment of boarding parties will follow established naval procedures aligned with the concepts presented in this chapter.

## **AIRFIELD DEFENCE FORCES**

22. Force employment of airfield defence forces will follow established Air Force procedures aligned with the concepts presented in this chapter.

### **SECTION 4 CROWD MONITORING**

23. Crowd monitoring consists of activities to study, predict, observe and report on potential and actual crowds. This is achieved through passive and limited active means. Crowd monitoring may include observing crowds as they gather or observing formed crowds not interfering with operations or disturbing the peace. It involves the collection of data on the size, location and mood of the crowd. One of the most important aspects of Crowd monitoring is the prediction of the goals of the gathering and the identification of the leaders or agitators within the crowd. This is a normal activity conducted on all operations to varying levels. The collection of intelligence or an over-watch task are two examples of Crowd monitoring.

### **SECTION 5 CROWD AVOIDANCE**

24. Crowd avoidance consists of activities aimed to minimize or avoid force-on-force contact with a crowd. There are two aspects of crowd avoidance:

- a. The use of crowd-influencing techniques without becoming engaged with the crowd in order to influence behaviour, by recommending dissolution of the crowd, negotiating, dissuading future activities, or negating the effectiveness of a crowd without force-on-force contact. Given accurate information from the monitoring of the crowd, commanders can take measures to avoid interaction with the crowd, while still completing their mission. Crowd avoidance has the advantage of not exposing the force to the dangers of crowd confrontation or extraction and is enhanced through the use of deception, camouflage, PSYOPS, intelligence,



surveillance, reconnaissance and IO. Furthermore, in cases where the crowd is being used to garner public support for a certain cause, the military force can maintain its impartial role. The intent is to prevent the formation of a crowd and to de-escalate its potential for violence.

- b. The use of manoeuvre to avoid engagement with the crowd. This is predicated on the military force's ability to manoeuvre. There is limited applicability of this activity for a force tied to a geographical mission. The intent is to provide tactical flexibility to the commander by permitting him to choose the time and place of intervention and to limit provocation by the premature appearance of the military force.

## **SECTION 6 CROWD DISENGAGEMENT**

25. Crowd disengagement consists of activities to separate a military force from a crowd. This is mission driven and is commonly conducted after the extraction of a specified person or persons from a crowd. In some cases, friendly forces may support this disengagement, which requires coordination and planning. In other cases, commanders have to take advantage of an opportunity to disengage as it arises. Crowd disengagement is a very complicated and difficult endeavour requiring good leadership, training, planning and coordination, if it is to succeed without unnecessary escalation of force. Crowd disengagement may be conducted in a similar manner to withdrawal tactics in ground combat operations. The extraction tasks would be conducted either using normal task organizations or a designated snatch squad.

## **SECTION 7 CROWD CONTROL**

### **GENERAL**

26. Crowd control consists of activities to physically alter the action and behaviour of a crowd. If a commander is unable to avoid a

## Crowd Confrontation Operation

confrontation with a crowd, due to the rapid development of the situation, the requirements of the mission, or as an assigned task, then the commander may need to take measures to prevent the crowd from interfering with the accomplishment of the mission. This may involve the direct interaction of military forces with the crowd. The procedures and measures to be taken vary greatly by situation and demand flexibility in execution. This activity may require physical contact with the crowd, may be combined with legal actions such as detention, and certainly will be the subject of close media scrutiny. The most effective approach involves specialized training, full spectrum of non-lethal capability set (NLCS) and detailed planning.

27. **General Procedures.** One set of general techniques and procedures of crowd control can be described using the acronym IDAM: Isolate, Dominate, maintain common Situational Awareness, and employ Multidimensional/Multi-echeloned actions described as follows:

- a. **Isolate.** Isolate, in time and space, the trouble spot from outside influence or interaction to keep demonstrations from spreading into bigger and potentially more violent explosions of emotional expression. The idea is to close access in and out of the demonstration location. Once access is closed, demonstrators tend to tire within hours, and the demonstrations then die down, eventually resulting in a peaceful conclusion. The use of foot patrols and vehicular traffic control posts (TCPs), poised to further isolate the demonstration, if control was lost, might be positioned on a road network leading into and out of the demonstration site. TCPs can also be emplaced using engineer-type barrier material to create an obstacle that is difficult to bypass.
- b. **Dominate.** Dominate the situation through force presence and control of information resources. In the past, units demonstrated an overwhelming show of force at the checkpoints, and conducted over flights above demonstrations and disturbances. Also, using all the air assets available gave ground commanders a “bird’s-eye view” of events on the ground. Helicopter over flights provided real-time situation reports ensuring units knew the “ground

truth” at all times. This knowledge gave commanders a decisive advantage in both negotiations with potentially aggressive elements and tactical manoeuvres. Units can also dominate using NLW.

- c. **Awareness.** Common situational awareness is maintained through timely, accurate and complete, multi-source reporting. Reports can be received from a broad spectrum of sources. Unit checkpoints, air assets, close liaison, all contribute to an accurate assessment of any situation.
- d. **Multidimensional, Multi-echeloned Actions.** CCO must be conducted with all available resources. There may be physical confrontations by the tactical elements, PSYOPS activity, CIMIC to influence leaders and people, and commanders working with civil leaders and national links. The CCO must be coordinated at the appropriate headquarters.

## **CROWD CONTROL MEASURES**

- 28. **Deployment.** Deployment for crowd control varies by situation. In addition to the general deployment considerations in the previous section, additional considerations for crowd control measure are highlighted in this section.
- 29. **Crowd Control Measures.** Measures for crowd control can be generally grouped into stopping or blocking a moving crowd, containing a crowd and control of movement. Details on these tasks are given in the following sub-sections.

## **STOPPING OR BLOCKING A MOVING CROWD**

- 30. It is usual to deploy forces to halt the progress of a crowd, and such deployment focuses the attention of the crowd, thus distracting attention from other moves by the security forces. It establishes a base line from which:

## Crowd Confrontation Operation

- a. Observation posts (OPs) are established and ground reconnaissance carried out.
- b. Every effort is made to identify individuals in the crowd, especially agitators, using photography if possible. At night, specialized lights are necessary.

## CONTAINING CROWDS

31. A stationary crowd may be preferable to a moving one and thus, it could be contained in a controllable or desirable location. The use of military and civil resources to accomplish this is a key step in crowd control. Whatever methods are employed, the following points should be considered:

- a. the crowd must be provided with an avenue of escape;
- b. military forces must not become over-extended;
- c. there is a danger of looting, arson, and other property damage within the area;
- d. no attempts to trick or deceive the crowd should be made; and
- e. strict discipline must be maintained within the military force.

## CONTROL OF MOVEMENT

32. This involves the establishment of barriers, crowd control formations, checkpoints or roadblocks and patrols in order to control the movement of the crowd.

- a. **Purpose.** The purpose of control of movement tasks may have one or more of the following aims:
  - (1) to dominate an area as a deterrent to prevent the assembly of crowds;

- (2) to prevent crowds from being reinforced or to channel their movement into desired areas;
  - (3) to deny contact between dissident groups;
  - (4) to facilitate other operations by military forces;
  - (5) to record movement to detect patterns and gain information; and
  - (6) to demonstrate the dominance of the civil authority and to increase public confidence.
- b. Control measures must be applied fairly and firmly. It must be made clear to the population that the inconvenience and hardship is not being inflicted with punitive intent, but in order to prevent or control a disturbance. Whenever possible, actions taken and explanations given must consciously promote this truth.
- c. Control of movement by military forces must not be continued for longer than is absolutely necessary.
- d. Control is dependent upon good communications. All elements must have good communications with their headquarters. Normally, this is by radio, but in some cases it may be by line. The civil telephone system could also be used.
- e. Radio communication in urban areas may often be difficult. It may be necessary to supplement military radios with civilian pattern equipment (considering security problems) or through the use of police networks.
- f. **Types.** The types of tasks for controlling movement are roadblocks, checkpoints, OPs, patrols and domination from rooftops. Specific details on these types of tasks are:

(1) **Roadblocks.** It is also important to realize that just as military forces could block the roads leading into a demonstration or potential disturbance location, various factions that wanted to conduct demonstrations could also block roads, preventing relief forces from assisting with disturbance control. An aide-mémoire on roadblocks and a suggested list of equipment is at Annex B, Appendix 2. Roadblocks are established to achieve one or more of the following:

- (a) to maintain a continuous check on road movement;
- (b) to separate known agitators;
- (c) to enforce government regulations; and
- (d) to limit access to a specified area.

(2) **Checkpoints.** There are occasions when it is desirable to impose a system of control of movement, without bringing all pedestrian and vehicular traffic to a halt. A checkpoint is more selective than a roadblock in that it does not attempt to stop all traffic. A checkpoint should be able to be expanded into a roadblock. The purposes of checkpoints are:

- (a) to assist traffic flow past or around a given area or point;
- (b) to maintain observation;
- (c) to assist in area domination; and
- (d) to act as a deterrent to unlawful activity.

- (3) **Observation Posts.** Military OPs are as useful for CCO as they are for any operation.
- (4) **Patrols.** Patrolling is covered in detail in other manuals. For CCO, the purposes of patrols are to dominate an area by their presence, to gather information, to maintain contact with the crowd, and to provide escort.
- (5) **Domination from Roof Tops.** The purpose of dominating from rooftops is to dominate an area prior to commencing a local task. Specific planning details are:
  - (a) Joint reconnaissance must be conducted with civilian law enforcement authorities. The highest rooftops affording the best observation should be used whenever possible. Any building that is selected must be secure. The danger of position being isolated and burned out must be considered and contingency plans prepared. The roof top positions must be sited with interlocking arcs of visibility and be mutually supporting. Communications should be provided and when possible, a police officer should be included to provide local expertise and, perhaps alternate communications.
  - (b) Roof top personnel spend the bulk of their time observing, reporting and relaying information to ground forces. They might become involved in crowd control by being in a position to use

persuasion. They may have to act as marksmen.

## SECTION 8 CROWD DISPERSAL

### GENERAL

33. Crowd dispersal consists of activities to break up a crowd. It is achieved through some active and some passive means when a military force assists in the dispersal of the crowd or suppression of a disturbance. It is usually necessary to first control the crowd and then attempt to disperse it. Crowd control measures employed here, are the same as described earlier under crowd control. Crowd dispersal may involve activities aimed solely at dispersing a crowd or may be conducted to also suppress a crowd. Dispersal will likely but not necessarily involve physical contact or resistance from the crowd. To disperse a crowd, it may be necessary to suppress it first. Suppression of a crowd is by its nature physical and likely violent.

34. **General Procedures.** If all other steps including persuasion fail, Crowd dispersal may be necessary. The most effective means to disperse a crowd is to remove or isolate the leaders and agitators within its midst. The use of area dispersal systems may be the preferred method to increase effectiveness. Generally, the most effective approach involves specialized training, full spectrum of NLCS and detailed planning. Some techniques of crowd dispersal are described in the following paragraphs.

### DEPLOYMENT

35. The deployment of a military force is, in itself, a step in escalation and demonstrates the resolve of the civil authority to disperse or suppress a crowd. Deployment could be divided into two stages—the approach march, and the show-of force deployment:

- a. **The Approach March.** The approach march is made to a secure area out of view of the crowd. The formation to be adopted for an approach march either mounted in vehicles or on foot, is the column



formation. This means that the force (company size for the purposes of this example) moves one platoon behind the other on a single axis of advance, with company headquarters immediately behind the leading platoon.

- b. Use of helicopters for crowd and route surveillance could assist the commander in adjusting to changing situations and to anticipate threats to the security of his column. Unless it is apparent that life is threatened, commanders should not be diverted by other incidents en route to their assigned AO.
- c. If the approach march is in transport, debussing is done clear of the disturbance, unless armoured or special vehicles are in use and it is considered advantageous to debus close to the crowd. Forces must debus quickly by a practised drill with all their equipment, and form up at once.
- d. Transport is left under guard well clear of the incident, except for one vehicle which can be used to carry a small party including a policeman, to deal quickly with any specific diversions such as a splinter crowd setting fire to property, looting or attacking an individual. This vehicle can also carry wire or other barriers to block off side streets, entrances to building, etc., and is useful when dominating the area afterwards. It should, if possible, be fitted with a protection kit and a fireproof canopy, and may carry a public address system and searchlights. When armoured personnel carriers are used well forward, a certain amount of the forces' kit can be left in them until required.
- e. It is unlikely that the original information the company commander received will allow him to plan the detailed deployment of his forces prior to his actual arrival on the scene. Initial exaggeration and subsequent crowd activity could necessitate a quick reconnaissance by the commander on arrival. Information may be obtained from Civilian law enforcement authorities, rooftop standing patrols,

helicopters, etc. He should be prepared to react quickly from the moment he arrives at the scene of the disturbance so that the situation does not deteriorate through unnecessary delay; this requires well-rehearsed deployment drills. It does not mean that forces must always be used at once since a premature appearance could detract from the shock effect of their sudden intervention later.

- f. **The Show of Force Deployment.** Forces should not appear on the scene of the disturbance until their intervention is required. If they arrive too early and then have to stand about waiting to be committed, the crowd may either find their presence provocative, or it may get used to them and be encouraged to think that no stronger measures will be used. Second stage deployment should take place in full view of the crowd, but beyond the range of hand-thrown missiles (50 to 60 metres, approximately), and to the rear of any deployed police forces. If the show of force deployment has no visible intimidation effect on the crowd, more positive action must be taken. During the deployment, the commander must consider the following additional factors in developing the next stage of his plan:

- (1) location of business areas vulnerable to damage;
- (2) location of any public utilities that might be damaged by a dispersing crowd;
- (3) direction of the wind, in the event civilian law enforcement authorities have used or intend to use chemical irritants;
- (4) location and number of innocent bystanders;

- (5) the location of any physical features that will help to break up the crowd into small groups; and
  - (6) the direction in which he intends to disperse the crowd, considering clear and obvious routes to facilitate dispersal.
- g. The military commander must keep a barrier between his forces and the crowd. It may be the same barrier earlier deployed behind civilian law enforcement authorities, but with gaps now closed or with natural or artificial obstacles already in position that can be advantageously employed. The military force must not become directly involved with the crowd; it is not equipped to do so.

## DISPERSAL MEASURES

36. A crowd nearly always includes innocent people caught up in it through circumstances or idle curiosity; it may also shelter agitators, who seek to provoke the security forces into ill-considered, hasty action. It is therefore important that no more than the minimum necessary force is used to disperse a crowd and that the methods employed are appropriate to its mood and the local situation. The commander must consider which method of crowd dispersal best fits the situation. The following are possible dispersal measures:

- a. **Warning.** All reasonable efforts are made to warn the crowd to disperse.
- b. **Show of Force.** The deployment of the forces in a controlled and deliberate manner.
- c. **Warning of Escalation.** Warning that the use of chemical irritants and non-lethal impact weapons is imminent.
- d. **Escalation of Force.** Use of chemical irritants and non-lethal impact weapons.

## Crowd Confrontation Operation

- e. **Physical Engagement (Batons and Shields).** The physical movement of formation to disperse crowd.
- f. **Greater Force.** The use of water cannons. The use of firearms is only considered if there is a threat to life.
- g. **Dispersal in Open Spaces.** Dispersing a crowd in a large open space may be more difficult because:
  - (1) Larger crowds can assemble.
  - (2) Their direction of movement is less easy to anticipate and, subsequently, to channel. The security forces can therefore be more easily enveloped or outflanked.
  - (3) It may be difficult to establish a baseline.
  - (4) It will be more difficult to establish a clear-cut division between the crowd and the controlling forces.
  - (5) Some NLW are less effective because their results can more easily be avoided.
  - (6) **Variations.** Some adjustments have to be made to the techniques already described, and in general terms these are:
    - (a) Decide where the crowd can be allowed to go and deploy accordingly.
    - (b) Employ an adequate number of forces. In a large area this should seldom be less than a battalion.
    - (c) Consider the use of armoured vehicles and NLW.

- (d) Maintain an adequate mobile reserve.
  - (e) Maintain continual observation on the crowd to detect any change in its mood or objective.
- h. **Handling of a Dispersing Crowd.** Once a crowd has started to disperse, the commander should de-escalate the use of force. However, it may occasionally be necessary for forces to advance to keep the crowd on the move in the right direction. Forces advancing and driving a crowd before them should remember that the pace is that of those furthest away. A crowd on the move in the right direction should not be hurried. Those able to see the forces are no doubt going as fast as they can and not nearly so fast as they would wish. On no account should the crowd be encircled so that it is unable to disperse.
- i. Whenever the crowd begins to disperse, the military force follows up the initial success. They maintain a steady pressure on the crowd to maintain the momentum to disperse. It must be remembered that the movement of individuals in contact with the forces and police is likely to be slowed by those further back, so quick movement of a crowd is impossible. If the crowd splits, as at a street intersection, controlling forces must follow up and maintain a pressure on all its parts. When the scene has been cleared, patrols may be deployed to maintain surveillance and deter the crowd from reforming. Helicopters are particularly useful for follow-up surveillance and early warning of crowd regrouping or acts of violence.
- j. The fundamental consideration in the advance is to bring to bear in a coordinated effort as much force as is necessary to break the resistance of the crowd and to disperse it. The combination of police and military should have sufficient strength to dominate the area, but the force actually applied should be the

## Crowd Confrontation Operation

minimum necessary. The aim is to establish stability as quickly as possible, so that normal activity can be resumed.

- k. Possible methods of following up a crowd are an in-line formation or a flanking movement. The in-line formation is used when a company is sweeping a large area. A flanking movement is delivered from the front and from one flank and tends to drive the crowd towards the open flank.
- l. By approaching from more than one direction simultaneously, each section of the crowd is made to feel for its own safety. Thus, the common purpose linking the crowd is broken and the task of dispersing them made easier. Care must be taken to ensure that elements of the crowd do not get behind the advancing force.

## CONFIRMATION OF DISPERSAL

37. An operation does not end with the dispersal of a crowd. The crowd must not be given the opportunity to reassemble. A joint plan must be made by military and police for patrolling the area after the dispersal of a crowd, and for removing any barricades erected by it. If possible local residents should be persuaded to remove the barricades themselves or at least assist in doing so. Only when the military and police commanders are both satisfied that the crowd is not reassembling, or that Civilian law enforcement authorities can handle the situation alone, should the military forces be withdrawn.

## SECTION 9 CROWD MANOEUVRING

38. Crowd manoeuvring consists of activities to manage the movement of a crowd. It may encompass some or all of the other CCO activities. By these activities, a military force denies an area or causes a crowd to vacate an area to assist the scheme of manoeuvre. This may be accomplished through passive and active means, either in or out of contact with a crowd. The military force will avoid placing a crowd in harms way, deliberately, particularly when the successful

completion of a mission depends upon clearing, containing or denying an area to civilians to facilitate accomplishing the mission. The development of this concept is partially linked to the future Urban Battlespace concept, but contemporary examples also exist. Manoeuvring civilians away from a particular bridge to permit the use of the bridge by friendly forces is one example. Another example of this approach is encouraging a crowd to vacate the immediate area around a target prior to its engagement. Crowd manoeuvring may be very resource intensive and normally encompasses all of the other CCO activities. Given the scale of this task it is likely to be a brigade or higher-level initiative.





## **CHAPTER 6**

### **SPECIALIZED EQUIPMENT FOR CROWD CONFRONTATION OPERATIONS**

*A force armed only with traditional military weapons normally has only two options for enforcing compliance: threats of deadly force and application of deadly force. This limitation creates a critical vulnerability, which belligerents may quickly discern, and use to their advantage. Non-lethal capabilities provide a wider range of options, which augment traditional means of deadly force, but do not replace them.*

**—US Army Field Manual 90-40, *Multiservice Procedures for the Tactical Employment of Non-Lethal Weapons***

## **SECTION 1**

### **GENERAL**

#### **TYPES OF EQUIPMENT**

1. The primary building block for all CF operations is multi-purpose combat capability. CCO requires an increased range of capabilities, which can be obtained through the use of non-lethal weapons (NLW) and equipment. CCO equipment may include personal protective equipment (e.g. face shields and protective body shields), non-lethal impact weapons (e.g. batons, baton round and water cannon), non-lethal short-range weapons (e.g. pepper spray and chemical irritants), and ancillary equipment (e.g. barricades).

#### **USE OF EQUIPMENT**

2. NLW provide for more flexibility in the conduct of CCO, but any use of force requires commanders to make difficult trade-off decisions between mission accomplishment, force protection, and the obligation to use minimum force. The concept of minimum force is related to both non-deadly and deadly force and is the minimum degree of authorized force, which is necessary and reasonable in the

circumstances. Depending on the circumstances, minimum force may include deadly force.

## **SECTION 2**

### **LETHAL AND NON-LETHAL WEAPONS**

#### **LETHAL WEAPONS**

3.       **Lethal Weapons.** Lethal weapon is defined as any weapon which can be used to cause death or serious bodily injury and includes firearms, rocks, knives, clubs, gasoline bombs and explosive devices. The potential use of such weapons against CF personnel must be considered in every commander's OPP. The use or threat of the use of lethal weapons may constitute a hostile act or hostile intent for the purposes of CF ROE.

#### **NON-LETHAL WEAPONS**

4.       **Non-Lethal Weapons.** NLW are defined in B-GL-300-007/FP-001 *Firepower* as those weapons, munitions and devices that are explicitly designed and primarily employed so as to incapacitate personnel or materiel, while minimizing fatalities, permanent injury to personnel and undesired damage to property and the environment. This definition does not include information operations (e.g. jamming, psychological operations, etc.) or any other military capability not designed specifically for the purpose of minimizing fatalities, permanent injury to personnel, and undesired damage to the environment, even though these capabilities may have non-lethal effects (e.g. smoke and illumination). The aim is for NLW to assist in mission accomplishment, to enhance force protection, and to assist in the preservation of human life by reducing the need to resort to deadly force.

5.       **Use of Non-Lethal Weapons.** NLW expand the number of options available to commanders confronting situations where the use of deadly force poses problems. They provide flexibility by allowing forces to apply measured military force with a reduced risk of serious non-combatant casualties, but in a manner that provides force protection and effects compliance with the intended operational objectives. Since NLW can be employed at a lower threshold of

danger (subject to ROE), commanders can respond to an evolving threat situation more rapidly, thereby retaining the initiative and reducing the vulnerability of the force. It must be stated that NLW are always to be backed up by lethal weapons and the authority to use them and that even when NLW are used, casualties, including fatalities, could ensue. Extreme care must be taken when visibly displaying and particularly firing NLW projectiles from weapons that also have a lethal capability as a crowd may assume that lethal force has been used and respond with lethal force in self-defence accordingly.

6. NLW reinforce deterrence and expand the range of options available to force commanders. NLW achieve this by enhancing military capabilities to accomplish six objectives:

- a. discourage, delay or prevent violent actions;
- b. limit escalation of the situation;
- c. take military action in situations where use of deadly force is not an option;
- d. better protect CF forces;
- e. temporarily disable personnel; and
- f. reduce collateral civilian damage.

7. The availability of NLW shall not limit a commander's options for self-defence. If deadly force is appropriate, having regard to all of the circumstances at the time, it may be applied immediately, without having first to apply non-deadly force

## **CATEGORIES OF NON-LETHAL WEAPON**

8. Although there may be a number of different NLW categories and weapons available to a force, only the employment of those with a specific CCO application will be considered in this manual. The collective NLW suite available for CF operations is known as the non-lethal capability set (NLCS) and is further described in paragraph 9

below. Categories of NLW and equipment that may be used for CCO are:

- a. **Personal Protective Equipment.** This includes all items that provide individual protection. It may include body shields, helmets—with or without face shields, gloves, groin protectors, body armour, nape protectors and shin guards.
- b. **Non-lethal Impact Weapons.** This includes all weapons where impact with a target individual is used to tailor behaviour. It includes the traditional baton as well as NL impact rounds, such as the 40 mm sponge grenade and the 12 Gauge bean bag or sock round (a fabric pad or “sock” containing 40 g of lead shot). These rounds may be accurate up to 50 m, depending upon type and model and their use is governed by the ROE. Effective and dangerous ranges must be fully understood for each projectile before use and point of aim is usually the lower body and not the chest or head area. Typically, it will often take more than one such round to deter an individual and this needs to be considered when using single-shot weapons (e.g. M203). Electronic shock dart pistols (such as the Taser 21) also fall within this category.
- c. **Water Under Pressure.** Water under pressure can be projected from water cannons or fire hoses. Water cannons should operate in pairs so that one can be away filling up. They are large vehicles that may be difficult to manoeuvre in narrow streets, and must be escorted to and from the area and protected while in operation. Fire engines and fire hoses become targets for violence once they have been used to quell disturbances, and this and the possible urgent need for them in their conventional role should be taken into account before sanctioning their use. The ways in which water can be used are:
  - (1) **As a Dousing.** This method may be the most humane way of dispersing a crowd, especially in cold weather.

- (2) **As a Jet.** The jet can temporarily neutralize a person and even knock him over. At ranges of less than five metres, the jet must be aimed at the feet, not at the body and never at the head. CS in solution in the jet enhances the effect.
- d. **Non-lethal Short-range Weapons.** These are chemical irritants that generally cause irritation of the eyes, choking and coughing as well as pain to the skin and mucous membranes. These irritants include: OC (pepper spray), CN, Parva and CS gas. Also commonly referred to as riot control agents (RCA), they may be delivered by riot gun, canister, grenade or spray, depending upon type and desired effect. CS canisters require much careful planning and consideration before their use as they can have as much effect on own forces as on the crowd, particularly where activists are equipped with gas masks and welders gloves enabling them to throw back the canisters. The unpredictable nature of wind movement in urban areas also makes the CS clouds as likely to affect our own forces as the crowd and, as some 10% of the population are unaffected by CS, the overall effects will be variable and difficult to predict. Some considerations for the use of CS are:
- (1) CS gas causes watering and irritation of the eyes, choking and coughing. The effects usually disperse in five to ten minutes, but it takes a determined person to remain in a CS gas concentration. CS gas can be delivered by riot gun, pistol or by grenade.
  - (2) A commander must take the following into account before using CS gas:
    - (a) The size, temper and composition of the crowd. CS gas may induce panic in a tightly packed crowd.

## Crowd Confrontation Operation

- (b) Whether wind conditions allow the speedy build-up of an effective concentration.
  - (c) The downwind hazard to uninvolved persons or traffic.
  - (d) The need to avoid CS gas cartridges entering confined spaces such as the interior of buildings, as the gas can be dangerous in a confined space.
  - (e) Whether the reduction in visibility caused by the use of CS gas hampers the detention of ringleaders.
  - (f) The most appropriate means of delivery taking account of these factors, safety and the achievement of the aim.
  - (g) The risk of discharging canisters being thrown back at own forces.
  - (h) The degree of protection of security forces.
- e. **Ancillary Equipment.** These are items not covered by the categories above and include barricades that may be used to channel a crowd in a particular way or to deny access to certain areas or facilities. Barricades may become in themselves a focus for the crowd where they are seen as objects of control and the intent may be to break through as a sign of defiance. Caltraps may be used to prevent vehicular access along routes although their use either has to be a surprise or, if they are visibly emplaced, they must be carefully guarded. High power spotlights enable ringleaders to be identified and targeted during low light conditions as well as other general

uses. Fire extinguishers are also ancillary equipment. Although the CF does not have war dogs, they may also be considered to be an ancillary NLW, where canine units are available.

## NON-LETHAL CAPABILITY SET

9. In the near future, when a unit is notified to deploy on a mission that will likely involve CCO in some capacity, it may draw and use a NLCS to enhance its force protection and to reduce non-combatant casualties. An NLCS could contain the weapon systems, munitions, and equipment required to satisfy most operational requirements for an enhanced capability to apply non-lethal force. It could be employed in a manner that will incapacitate personnel or material, while minimizing fatalities or permanent injury or damage to property and the environment. A CF conceptual NLCS may be designed to support a 200-person unit, reinforced with support personnel, as a basis for employment of the components. The set contents can be divided into four categories of equipment:

- a. **Individual Protective Equipment.** These items could include helmets, face and body shields (ballistic and riot control types), shin and knee guards, groin protection, gloves, and other protective garments as they become available.
- b. **Weapons.** These items could include a shotgun, riot batons, individual Oleoresin Capsicum (OC) [Pepper Spray] or M36 CR dispensers, riot control agent dispersers, restraining devices, and a variety of non-lethal munitions.
- c. **Ancillary Equipment.** These could include devices such as bullhorns and voice-amplifying devices (for protective masks), or tools to increase command and control capabilities. They also include high-intensity searchlights and devices that can be used at local checkpoints for area denial, flex cuffs, and fire extinguishers.

- d. **Training Devices/Allocations.** Each capability set could include training devices and training ammunition. Training ammunition is the minimum necessary to conduct live-fire qualification or familiarisation for each ammunition type. Since many of the operations that require non-lethal capabilities continue for extended periods, these sets could provide training ammunition for three separate unit rotations before training stocks require replenishment or munitions stocks need to be rotated.

## EMPLOYMENT CONSIDERATIONS FOR NON-LETHAL WEAPONS

10. **Employment Principles.** The following employment principles are intended to ensure common direction, focused effort and efficient use of NLW:

- a. **Authorization.** Commanders will seek CDS authorization to deploy with and employ specific NLW through the rules of engagement (ROE) process as detailed in B-GG-005-004/AF-005, *Use of Force in CF Operations*.
- b. **Complement to Deadly Force.** A force armed with only traditional military weapons has few options for effecting compliance—maintaining a presence, the threat of force, including firing warning shots, or actually employing deadly force. NLW provide commanders with a more extensive array of options providing the means for flexible and selective engagement. The wider range of options provided by non-lethal capabilities augments deadly force but do not replace it. NATO policy on NLW states that the resort to deadly force must always remain available to a commander when the situation demands it and NLW should never jeopardize the right of soldiers to defend themselves with such deadly force. ROE must be clearly articulated and understood to establish the role of NLW as an



additional means of employing force, for the specific purpose of limiting death or serious injury. The ROE continuum must not necessitate the use of NLW as a precursor to deadly force.

- c. **Legality.** The employment of NLW shall be consistent with the following:
  - (1) international law;
  - (2) domestic Canadian law, and
  - (3) host nation law (where applicable).
- d. **Variable Response Capability.** In order to realize their fullest potential NLW must be capable of delivering varying levels of effects and be integrated with lethal weapons. This characteristic is sometimes referred to as a “rheostatic” or “tuneable” capability. The objective is to enable commanders to increase or decrease the degree of non-lethal effects applied in order to ensure compliance. The rheostatic capability provides a range of effects necessary to achieve a continuum of force scale. It is not necessary for a single system to have this characteristic, but rather, that the family of NLW employed by the force possesses this capability. Notwithstanding the above, our forces should never be limited to carrying only NLW. Each soldier must have recourse to conventional deadly force whenever necessary.

11. **Planning Considerations.** Planning for the use of NLW should always consider the following:

- a. The operational response to possible reactions by the target should, if practical, be fully rehearsed. Planning must also consider the potential counter-measures that a target group might employ to negate the effects of NLW.

## Crowd Confrontation Operation

- b. Preparations should include a plan to deal with and seek the support of the media. Personnel participating in interviews or briefings must be prepared to address the role of NLW so as to provide a clear understanding of the role of these weapons.
- c. Medical, legal, civil and public affairs plans should be integrated into the overall plan for the use of NLW.

12. **Training and Organization.** NLW should enhance the commander's ability to accomplish assigned missions. As much as possible, NLW should be compatible, complementary and easily integrated with current and planned conventional weapons. They should be designed for simplicity of operation and maintenance. As much as possible, non-lethal effects should be delivered by existing launchers and weapon systems. NLW training must be readily integrated into other individual and unit training activities. NLW and tactics should be designed for ease of use after brief periods of individual and collective training. This training should not detract from the unit's other operational training tasks. The use and maintenance of these systems should not require commanders to make major alterations to the organization of their units or dedicate a significant percentage of the unit's assets to these purposes.

## SECTION 3 MISCELLANEOUS EQUIPMENT

13. **Use of Dogs.** Although the CF does not possess canine units, they are an invaluable asset in assertive dispersal techniques used by civilian law enforcement authorities and other military allies. They may therefore be available to a Canadian commander and some understanding of their utility is provided below. It is of paramount importance that the dogs and handlers be well trained and disciplined. The mere presence of the dogs as a show of force may act as a deterrent to crowd action against members of the crowd management teams. This is due to the strong psychological effect that the fear of the dog being utilized may have on people in the crowd. Military working dog (MWD) teams can also be employed in conjunction with CCO formations as a method of increasing the crowd's apprehension about approaching or engaging the formation. The MWD teams should be placed behind the formation, in plain sight of the crowd, but

in front of the command element. The MWD teams work back and forth behind the formation as an intimidation measure. The presence of MWD teams, coupled with the presence of soldiers prepared to conduct CCO, produce a profound psychological effect on the crowd. MWD teams must depart the area prior to the use of riot control agents. MWD teams must move a safe distance from the crowd to ensure the safety of the canines. Canine units may be used for:

- a. static guard positions;
- b. access denial at streets, buildings, vehicle assembly points, police barricades, and checkpoints;
- c. foot patrol of specific areas; and
- d. they may also replace team members from any of these positions or add strength to a team facing numerical superiority from a crowd.

14. Canine units are used in cordon formation to reduce the risk of flanking manoeuvres or to assist with officer rescue operations. The decision to activate the canine units in aggressive crowd dispersal techniques must be the decision of the on-site commander. This action must be utilized only as a measure of last resort when lesser force options have been exhausted, ineffective or are inappropriate to the actions of the crowd. The use of canine units will require specific ROE.

15. The handler must keep dogs on lead. Escape routes must be available for the crowd when the canine units are deployed.

16. **Photography.** Agitators and the general public realize that photographs implicating them in violence may hasten their arrest and conviction. Overt photography may therefore help to disperse a crowd. It can, however, have an apposite effect either because the ringleaders have kept in the background, or because those who believe they have been photographed set out to smash the cameras and destroy the evidence. Photography must therefore be used circumspectly and cameramen must be protected.

17. **Cameras.** The camera can help to identify leaders, weapons being employed and record tactics being used. Events must be documented to hold personnel, factions, and gangs or groups

## Crowd Confrontation Operation

accountable. To ensure that the right message is being presented, the information environment must be controlled through the synchronized efforts of the public affairs, legal, PSYOPS, and CIMIC cells.

Photographs form a valuable record of events, but a hand held video recorder provides a more effective and immediate record of events with dates and times superimposed. A prudent commander ensures that both cameras and video recorders are available to cover any event where trouble is anticipated. Helicopters can easily be employed to record events, by camera or video, for the commander on the ground. The use of the media to obtain suitable photographs, video film shots and other associated evidence should also be considered. It may be appropriate for the superior HQ to monitor and record the international TV and media outlets if the incident has attracted such attention.

## ANNEX A GLOSSARY AND ABBREVIATIONS

1. The purpose of this annex is to provide a glossary of terms and abbreviations relating to CCO.
2. **Terms and Definitions.** The following terms and definitions are used throughout this document:
  - a. **Booby-Trap.** A device designed, constructed or adapted to kill or injure, which functions when a person disturbs or approaches an apparently harmless object or performs an apparently safe act.
  - b. **Civil Disobedience.** For the purposes of CCO, this term is included in the term crowd, but it can further be defined as a non-violent defiance of civil authority or challenge to public policy, law or action that protestors believe runs counter to constitutional principle or to some basic right of conscience, dignity or welfare.
  - c. **Civil Disturbance.** For the purposes of CCO, this term is included in the term crowd, but it can further be defined as group acts of violence and disorder prejudicial to public law and order.
  - d. **Controlling Forces.** This collective term is used to describe the police, military and civil agencies used by a government to maintain or restore law and order.
  - e. **Crowd.** A crowd is defined as a concentration of people gathered together whose presence or anticipated behaviour is such that it requires action for the maintenance of order. This definition of a crowd is primarily focused at a civilian body. Since it may include militia, non-uniformed combatants, asymmetric elements, or terrorists, these elements are normally considered as combatants. The use of the term “crowd” encompasses a plethora of other non-doctrinal terms as disturbances, gatherings or

## Crowd Confrontation Operation

mobs. For the purposes of doctrinal clarity, these may be considered as related and interchangeable terms, but crowd will be considered as the overarching term to include them all.

- f. **Orderly Crowd.** Orderly crowds are generally self controlled, operate on reason, willing to keep peace and hesitate to take group action, but lack trained organization and effective leadership..
- g. **Disorderly Crowd.** Disorderly crowds have an active nucleus, draw spectators, and are unpredictable. Disorderly crowds are very emotional, usually progress to some form of aggressive action, are bordering on violence, could quickly lose control and develop into a riot, have identifiable militant members taking leadership and individuals circulating through the crowd encouraging others.
- h. **Crowd Confrontation Operations.** Crowd confrontation operations is defined as military operations conducted by a military force to manage a crowd whose formation, presence or anticipated behaviour is such that action is required.
- i. **CCO Hierarchy.** A CCO hierarchy has been developed in order to identify subsets of activities that may occur sequentially, concurrently, or in isolation from each other. CCO cover the entire spectrum of crowd interaction from observing a demonstration to manoeuvring a crowd within the area of operations (AO). They encompass the entire spectrum of conflict and cover the continuum of operations. There are six elements to the CCO hierarchy: crowd monitoring, crowd avoidance, crowd disengagement, crowd control, crowd dispersal and crowd manoeuvring.
- j. **Crowd Monitoring.** Crowd monitoring consists of activities to study, predict, observe and report on potential and actual crowds.

- k. **Crowd Avoidance.** Crowd avoidance consists of activities to minimize or avoid contact with a crowd. The intent is to persuade the crowd toward acceptable behaviour, recommend dissolution of the crowd, negotiate, dissuade future activities, or negate the effectiveness of the crowd, without force-on-force contact.
- l. **Crowd Disengagement.** Crowd disengagement consists of activities to separate a military force from a crowd, or to extract a specified person or persons from a crowd.
- m. **Crowd Control.** Crowd control consists of activities to physically alter the action and behaviour of a crowd.
- n. **Crowd Dispersal.** Crowd dispersal consists of activities to break-up a crowd.
- o. **Crowd Manoeuvring.** Crowd manoeuvring consists of activities to manage the movement of a crowd. It may be very resource intensive and normally encompasses all of the other CCO activities.
- p. **Defence Establishment.** Any area or structure, such as bases, camps and buildings as well as vessels, vehicles and aircrafts (including training aircrafts provided by civilian contractors), under CF control, as well as the materiel and other things situated in or on such area or structure.
- q. **Demonstration.** A demonstration is a public meeting or march expressing protest or other opinion on an issue. For the purposes of CCO, this term is included in the term crowd, but it can further be defined as a crowd that is exhibiting sympathy for or against the authority, or some political, economical, or social condition. Generally, it is a non-violent civil protest by a public gathering to show dissent, disapproval or remonstrance against

## Crowd Confrontation Operation

an official policy. They may be legally sanctioned or illegal, but the process of expression has statutory and constitutional protection.

- r. **Explosive Ordnance Disposal.** The detection, identification, on-site evaluation, rendering safe, recovery and final disposal of unexploded explosive ordnance (UXO). It may also include an explosive ordnance that has become hazardous by damage or deterioration.
- s. **Gathering.** For the purposes of CCO, this term is included in the term crowd but it can further be defined as a group of people in a recognized area. Gatherings can be either legal or illegal and may be orderly or disorderly. Any gathering can begin orderly and become disorderly. Disorderly gatherings are those that exhibit increased violence and illegality. Militarily speaking, gatherings with potential to impact on operations are termed crowds.
- t. **Improvised Explosive Devices (IED).** Those devices placed or fabricated in an improvised manner incorporating destructive, lethal, noxious, pyrotechnic or incendiary chemicals, designed to destroy, disfigure, distract or harass. IED may incorporate military stores, but are normally devised from non-military components.
- u. **Non-lethal Weapons.** NLW are those weapons, munitions and devices that are explicitly designed and primarily employed for non-lethal effects on personnel with a low probability of permanent injury and non-lethal effects on equipment with a minimum of undesired damage while respecting the environment. This definition does not include information operations (e.g. jamming, psychological operations, etc.) or any other military capability not designed specifically for the purpose of minimizing fatalities, permanent injury to personnel, and undesired damage to the environment, even though these capabilities may have non-lethal effects (e.g. smoke and illumination).



- v. **Panic.** For the purposes of CCO, this term is included in the term crowd but it can further be defined as a panicked crowd that lacks organization, purpose or control, and involves frenzied personnel exhibiting uncharacteristically uncontrolled and violent behaviour, e.g. an out of control mob. Panic is extreme fear that inspires unreasoned and frantic efforts to reach safety or to achieve security. It is highly contagious and can cause people to become so irrational that their actions endanger themselves and others.
  
- w. **Riot Control.** For the purposes of CCO, this term is included in the term crowd control.
  
- x. **Unlawful Assembly.** For the purposes of CCO, this term is included in the term crowd, but it is defined in the Criminal Code of Canada as an assembly of three or more persons who, with intent to carry out any common purpose, assemble in such a manner or so conduct themselves when they are assembled as to cause persons in the neighbourhood of the assembly to fear, on reasonable grounds, that they:
  - (1) will disturb the peace tumultuously; or
  - (2) will by that assembly, needlessly and without reasonable cause, provoke other persons to disturb the peace tumultuously.

3. **Abbreviations.** The following abbreviations are used in this publication:

1 CAD	1 Canadian Air Division
ABCA	United-States (America), Britain, Canada, Australia
ACP	Aid of the Civil Power
ALEA	Assistance to law enforcement authorities

## Crowd Confrontation Operation

AO	Area of operations
AOR	Area of responsibility
ASF	Auxiliary security force
C2	Command and control
C2W	Command and control warfare
CAS	Chief of Air Staff
CC	Capability component
CCC	Criminal Code of Canada
CCO	Crowd confrontation operation(s)
CFNA	Canadian Forces Northern Area
CIMIC	Civil-military cooperation
CIS	Communications and information systems
CLS	Chief of Land Staff
CMS	Chief of Maritime Staff
CSS	Combat Service Support
CWC	Chemical Weapons Convention
EOD	Explosive ordnance disposal
EW	Electronic warfare
GST	Geomatics support team
HNS	Host nation support

ICBRD	Improvised chemical, biological and radiological device
IDAM	Isolate, Dominate, maintain common situational Awareness, and employ Multidimensional/Multi-echeloned actions
IED	Improvised explosive device
IO	Information operations
IPB	Intelligence preparation of the battlespace
IPTF	International Police Task Force
ISR	Intelligence, surveillance and reconnaissance
ISTAR	Intelligence, surveillance, target acquisition and reconnaissance
IRU	Immediate reaction unit
JHQ	Joint Headquarters
LAV	Light armoured vehicle
LEA	Law enforcement agency
LFAA	Land Force Atlantic Area
LFCA	Land Force Central Area
LFQA	Land Force Quebec Area
LFWA	Land Force Western Area Source
LOAC	The Law of Armed Conflict
MARLANT	Maritime Forces Atlantic Source
MARPAC	Maritime Forces Pacific Source

## Crowd Confrontation Operation

MP	Military Police
MSU	Military Specialized Unit
MWD	Military working dog
NBC	Nuclear, biological and chemical
NBCD	Nuclear, biological and chemical defence
NDCC	National Defence Command Centre
NLCS	Non-lethal capability set
NDA	The National Defence Act
NEO	Non-Combatant Evacuation Operations
NGO	Non-Governmental Organization
NL	Non-lethal
NLW	Non-lethal weapons
OP	Observation post
Op O	Operation order
OPP	Operational planning process
PAff	Public affairs
PSO	Peace support operations
PSYOPS	Psychological operations
QRF	Quick reaction force
SAR	Search and rescue
RCA	Riot control agents

ROE	Rules of engagement
ROEAUTH	Rules of engagement authorization
ROEREQ	Rules of engagement request
RV	Rendezvous
SOFA	Status of Forces Agreement
SOP	Standing operating procedure
TAOR	Tactical area of operational responsibility
TCP	Traffic control post
TF	Task force
TFC	Task force commander
TIM	Toxic industrial material
TFBH	Task Force Bosnia Herzegovina
UNHCR	United Nations High Commissioner for Refugees
UXO	Unexploded explosive ordnance
VCP	Vehicle checkpoint



**ANNEX B**  
**AIDE-MÉMOIRES FOR SPECIAL TASKS RELATED TO**  
**CROWD CONFRONTATION OPERATIONS**

1. This annex contains the following aide-mémoires:
  - a. Appendix 1—Aide-Mémoire on Defensive Counter-Measures in Crowd Confrontation Operations.
  - b. Appendix 2—Aide-Mémoire on Field Defences and Obstacles in an Urban Crowd Confrontation Situation.
  - c. Appendix 3—Aide-Mémoire on Cordon and Search Operations.
  - d. Appendix 4—Aide-Mémoire for Searching Personnel and Checking Documents.
  - e. Appendix 5—Aide-Mémoire for Searching Vehicles.
  - f. Appendix 6—Aide-Mémoire for Searching Buildings.





## APPENDIX 1

### AIDE-MÉMOIRE ON DEFENSIVE COUNTER-MEASURES IN CROWD CONFRONTATION OPERATIONS

1. Ensure that whatever action/counter-measure you use is within your rules of engagement (ROE) and Use of Force Summary Card. Some suggestions for counter-measures are:

ACTION	COUNTER-MEASURES
<b>Verbal Abuse.</b> Obscene remarks, torments, jeers, and accusations.	Ignore verbal abuse.
<b>Ridicule.</b> Slogans on vehicles and installations, flowers placed in service rifle muzzles.	Provocation is not justification for retaliation. Restraint must be exercised until the offender touches the service person, at which time, non-deadly force may be applied, as authorized by ROE and Use of Force Summary Card.
<b>Attacks.</b> Gangs threatening, intimidating, or attacking detachments.	Orders for posts or patrols should detail immediate action for defence of detachments (e.g. remain in, or move to defensive area, call for assistance, apply the minimum force for defence, and identify leader for arrest and evidence purposes when help arrives, as authorized by ROE and Use of Force Summary Card).
<b>Throwing Objects.</b> Rocks, sticks, bottles, etc.	Remove or prevent access to source, if possible. Do not throw materials back at rioters and persons disturbing the peace. Possible actions include: withdrawal to better ground, absorb barrage while waiting for rioters and persons disturbing the peace to tire, intimidate by use of cameras, separate activists from spectators, arrest leaders, as authorized by ROE and Use of Force Summary Card.

## Crowd Confrontation Operation

ACTION	COUNTER-MEASURES
<b>Throwing Chemicals.</b> Molotov cocktails, acid, etc. at personnel.	Step aside to avoid. Show restraint if not directly endangering troops or general public. Apply the minimum force necessary to prevent further attacks, detain as authorized by ROE and Use of Force Summary Card.
<b>Molotov Cocktails.</b> Against vehicle patrols.	Move out of range or provide close protection. Call for assistance. Locate, isolate, and apply the minimum force necessary to capture, or if action continues, apply force to prevent, as authorized by ROE and Use of Force Summary Card.
<b>Molotov Cocktails and Grenades.</b> Against vital points.	Ensure outer perimeter is beyond throwing range, if possible. Detain or prevent by applying the minimum force necessary, as authorized by ROE and Use of Force Summary Card.
<b>Sniper Fire.</b>	Call for assistance. Locate, isolate, and evacuate bystanders from area, neutralize the sniper using the minimum force necessary, as authorized by ROE and Use of Force Summary Card.
<b>Random Weapon Fire.</b> From within groups or mobs.	Call for assistance, and beware of panic from within group or mob. Identify, detain as authorized by ROE and Use of Force Summary Card.

## **APPENDIX 2**

### **AIDE-MÉMOIRE ON FIELD DEFENCES AND OBSTACLES IN AN URBAN CROWD CONFRONTATION SITUATION**

#### **INTRODUCTION**

1. The aim of these notes is to outline how field defences and obstacles can be used in crowd confrontation operations.

#### **OBSTACLES**

2. Obstacles are used to control pedestrians or vehicles. Additional information pertaining to obstacles can be found in B-GL-332-001/FP-001 *Unit Standing Operating Procedures and Tactical Aide-Mémoire* and, once published, B-GL-361-005/FP-001 *Obstacles*.

3. Obstacles may be erected either temporarily or as a permanent part of the protection around Defence establishments, or designated areas. The traditional obstacles of barbed wire and kniferests are used in these situations, but a new factor, particularly in regard to temporary obstacles, is the difficulty of driving pickets into hard surfaces and so anchoring them firmly to the ground. In these circumstances, heavy weights in the form of concrete obstacles such as concrete cylinders, concrete tetrahedrons and dragon's teeth may be used. Oil drum obstacles and steel tetrahedrons may also be used.

4. In order to assist in the control of traffic, road bumps may be used. These are bumps 12 to 15 centimetres in height, and about 60 centimetres wide, constructed across the roadway. They are usually made of asphalt keyed into the road surface. Wide sidewalks may have to be similarly treated. On occasions, temporary bumps may be required; they can be constructed of timber.

#### **FIELD DEFENCES**

5. Field defences are used to protect personnel, weapons and supplies from hostile elements and may be constructed where there is

6. **Sangars.** The digging of field defences is seldom possible; breastworks or sangars are almost always required. They could be used for both fire positions and observation posts. Detailed design and construction will depend on local circumstances; the information given in these notes should be taken for general guidance only.

7. **Materials.** A number of different materials have been tested against various types of small-arms fire, but in the majority of cases, sandbags filled with compacted sand or earth have been found to be the most satisfactory. Where elevated positions are required, the weight of the necessary sandbags may be too great for the structure of the building. In these circumstances, mild steel, armoured plate, or brickwork may be used. Engineer advice must be sought for construction of this kind. Purposely acquired bulletproof material, such as fibreglass or kevlar shields could also be used but due to unpredictable bulletproofing properties any attempts to use other materials must be avoided unless they have been tested by the Engineers.

8. **Design Principles.** When designing or siting positions, the factors below should be borne in mind:

- a. **Use of Weapons.** Fire positions must allow the effective use of weapons.
- b. **Protection.** The positions must be strong enough to withstand attacks from the heaviest known weapon that is likely to be used.
- c. **Speed.** The urgency and expected duration of the protective works will dictate the type of materials to be used and the design. Rapid construction will rely on sandbags and similar material, while low urgency or long duration will allow the use of other materials such as concrete.
- d. **Simplicity.** Designs should be simple and strong.

- e. **Development.** The positions should allow for progressive improvement.
- f. **Strength.** The constructed position must be strong enough and properly designed to be stable and not liable to collapsing under its own weight. This applies to all sandbag construction
- g. **Control and Communications.** The control and communications requirements of the users of the protective position must be considered. This includes the ability to reinforce or resupply.
- h. **Concealment.** The occupants of a defensive position in an urban disturbance situation should, whenever possible, be screened from outside view.

## SIGHT SCREENS

9. Sniping into controlling forces, bases and at troops engaged on static tasks in the open (e.g. EOD teams) may be minimized by erecting sightcreens to prevent observation. These are normally of corrugated iron erected on scaffolding or timber frames.

## CONCLUSION

10. To be effective in urban conditions, obstacles must be firmly held down. If pickets cannot do this, heavy weights are required.

11. Where time allows, well-sited and constructed sangars allow controlling forces to dominate urban areas by observation and fire.

12. There is no wholly satisfactory substitute for sandbags for rapid emplacement of protective works, although they are labour and maintenance intensive. More durable works constructed out of concrete or large earth filled containers (such as the Hesco-Bastion) should be used when feasible. Protective works should have a roof and interior revetments. Due to their unpredictable performance unconventional materials such as plastics should only be used where construction from other materials is impracticable.



### APPENDIX 3

## AIDE-MÉMOIRE ON CORDON AND SEARCH OPERATIONS

1. The purpose of a cordon and search operation is to isolate a chosen area by cordoning it off, and then systematically searching it. It is normally a joint military and police task that has the aim of the capturing wanted persons, arms, ammunition, explosives, documents, supplies, etc.
2. **Legal Considerations.** There are significant legal issues relating to cordon and search operations, particularly searches and the interception and disruption of communications. The following procedure shall only be conducted when lawful authority has been established for the cordon and search operation.
3. **Fundamentals.** The fundamentals of cordon and search operations are:
  - a. **Intelligence.** Cordoning an area, thus restricting the populace's movement and then searching their homes, is bound to irritate the innocent and may, particularly if the inconvenience is unduly prolonged, cause the loss of their support. Haphazard searching is seldom effective and it absorbs very large numbers of personnel and resources. It is therefore critical that there should be good intelligence, indicating that a search will be productive.
  - b. **Surprise.** The operation must be conducted with complete security and mounted in a speedy and effective manner to surprise the wanted persons and therefore achieve the desired results.
  - c. **Effectiveness.** Sufficient resources must be available to conduct a tight cordon and effective search. Insufficient resources leave gaps, which can be used to escape, thus negating any advantage of the operation, losing the confidence of the civil population and wasting time and resources.

4. **Organization.** Rapid deployment is necessary and vehicles and/or helicopters are used whenever possible. If troops move on foot, the likelihood of warning being passed into the target area is greatly increased. An operation is conducted by parties, tailored to the number of available personnel and is organized as follows:

- a. **Joint Headquarters.** A single headquarters containing command elements of all forces involved, e.g. military, police, and intelligence, and the necessary communications to exercise control.
- b. **Inner Cordon.** This is the military force that contains the area to prevent outward movement.
- c. **Outer Cordon.** This is the military force that isolates the area to prevent inward movement;
- d. **Search Parties.** These are the police parties, possibly with military protection, which search buildings and their occupants.
- e. **Holding Parties.** These are the military parties that establish and guard temporary holding centres.
- f. **Screening Teams.** These are the police intelligence teams that conduct interrogation and identify suspects.
- g. **Escorts.** These are soldiers who escort suspects to permanent civil facilities after interrogation.
- h. **Reserves.** These are military and civilian law enforcement personnel designated for tasks such as:
  - (1) dealing with disturbances within the cordon;
  - (2) reinforcing the cordon;
  - (3) pursuit of persons breaking out from the cordon;



- (4) maintaining standing patrols on roofs or high ground;
- (5) enforcing a curfew;
- (6) operating and protecting public address equipment; and
- (7) providing relief.

5. **Stages.** There are two stages to a cordon and search operation. They are:

- a. the cordon stage; and
- b. the search stage.

6. **Cordon Stage.** The purpose of a cordon is to isolate and seal-off a designated area to prevent entry or exit, prior to a search operation. Cordons can be either urban or rural. A cordon must be able to:

- a. observe inwards at ground level;
- b. observe outwards, in urban surroundings this must include roof-tops, upper story windows, etc.;
- c. observe inwards above ground level where there are buildings close by;
- d. cover all roads leading into the area;
- e. provide mutual support within itself;
- f. physically prevent a breakout; and
- g. block underground access/egress routes.

7. A cordon established in darkness must be unbroken, with every man in sight of the next. In daylight, a cordon can sometimes be thinned out and maintained by a chain of observation posts of one or two personnel, with gaps covered by patrols. Normally, it is

## Crowd Confrontation Operation

impossible to maintain a continuous cordon for any length of time, owing to the large number of personnel required. A cordon of 100 metres in a built-up area requires nearly 30 personnel. The following may be used as a guide:

- a. cordon facing inwards—15 personnel per 100 metres;
- b. facing outwards and watching opposite roof-tops and windows—an additional five personnel per 100 metres;
- c. facing inwards and watching roof-tops and windows above the cordon—an additional five personnel per 100 metres;
- d. to cover any side roads or alleys leading into the area—an additional one or two personnel per 100 metres; and
- e. numbers may be reduced in an area with large modern buildings.

8. The aim of a cordon is to surround an area before the inhabitants realize what is happening. It is sometimes best to move directly into position by helicopters or vehicles, while on other occasions it may be advisable to deplane or debus some distance away. The decision depends on the available approaches and exits, and on the local situation. Normally, the quickest way is the best, the approach being by one route whenever possible, in order to simplify control.

9. Exact timing is the most important factor affecting the success of a cordon, and the most difficult to achieve. As far as possible, the area must be surrounded simultaneously; if some troops are late, an alert suspect is given an open exit through which he can escape. Equally, surprise will be lost if anyone connected with the operation arrives in the target area before the cordon is in position. Detectives and police searchers should move at the rear of the military convoy.

10. A route is easier to negotiate if movement takes place when there is very little civilian traffic on the roads; this may be just before dawn, or possibly in the middle of the day. The following points should be considered:

- a. **Forward Rendezvous.** When the approach is made in vehicles, there should, if possible, be a forward rendezvous (RV), so that the commander can regain absolute control prior to the move into the cordon area. It should be close to, but out of sight and sound of, the target area. Vehicles should not remain in the forward RV for more than two or three minutes because of the possible loss of surprise.
- b. **Routes.** It is normally best to move to the forward RV by one route, as this is the simplest way in which to coordinate the simultaneous arrival of the whole convoy. From the forward RV to the objective, enough routes should be used to ensure that the cordon is established simultaneously. The sub-unit with the furthest distance to travel should move first; subsequent departures from the forward RV can be on a timed basis.
- c. **Traffic Control.** It is seldom feasible to deploy traffic police in advance without prejudicing security. A police vehicle, preferably accompanied by police motorcyclists, should travel immediately behind the column leader and drop off policemen for point duty as the column progresses; these personnel rejoin the rear of the column, being picked up by another police vehicle. The system of traffic control should be activated just before the convoy is due to move from the forward RV; traffic must be held up at the rear by traffic policemen from the police vehicle in the rear. If a number of side roads lead into the route selected between the forward RV and the target area, they must be sealed off to prevent civilian vehicles from infiltrating into the convoy. The police does this from the police vehicle travelling behind the column leader's vehicle.

## Crowd Confrontation Operation

11. When a large area is to be searched it may be desirable to temporarily disable the commercial telephone system and employ jamming as required. The following action may have to be taken with the concurrence of the local civil authority:

- a. **Telephone Exchanges.** Automatic exchanges have to be dealt with by communications technicians isolating the circuits at the exchange or at a distribution point. This requires that a communications officer be brought into the planning at an early stage. Local telephone technicians may be required to carry out the actual physical disconnection. In order to preserve security, they should not be told of the task until the last minute and once they have been told, a military lineman should escort them at all times until the task is completed. Any manually operated exchanges in the area concerned should be occupied by troops and include a bilingual capability. Operators should be instructed to inform subscribers who attempt to make the calls that the service has been discontinued temporarily.
- b. **Coordination.** The time factor is important and the disconnection of lines should be synchronized with the occupation of exchanges. Security prohibits any prior warning being given to civilian subscribers.
- c. **Mobile Phone Networks and Civilian Radios.** The proliferation of mobile phones and civilian radios may require that their supporting networks or signals may need to be monitored or jammed in concert with the IO plan.

12. **Debussing/Deplaning and Deployment.** As soon as troops leave the forward RV, surprise is lost. Speed in identifying the target area and in deployment is therefore essential. To achieve this rapid deployment, the following sequence of action could take place:

- a. In a vehicle approach, each company commander travels about 30 metres in front of his column with a guide, if one is available. The company commander

then has time to confirm the correct spot for all to debus, or from which to direct his platoons to their debussing points in their sectors of the cordon. In the case of a helicopter approach, the company commander travels in the first helicopter.

- b. Platoon commanders quickly indicate section positions, as speed is essential. Section commanders, without a pause, lead their sections and double to the areas allotted. The cordon should not be on the close side of the road, but as far back as possible to gain a field of view. If strengths permit, two-man patrols move behind the cordon in each sector to act as pursuit parties should anyone break through.
- c. On arrival at section areas, troops adopt the “on guard” position (less bayonets), facing their individual areas of responsibility. The platoon commander quickly confirms that the troops are deployed, and he or the platoon second in command coordinate areas of observation.

13. **Action after Deployment.** The following suggested sequence of events may have to be varied for particular tasks according to the circumstances:

- a. **Checking the Cordon.** The cordon commander makes an immediate check of the area and personally ensures that the overall cordon is complete. Roads or alleys and open spaces that are likely escape routes are sealed off with wire, barricades, etc., but remain under observation by sentries. When the troops have been in the “on guard” position for a few minutes, the cordon commander may feel that the full psychological effect has been achieved, and a more relaxed, but still alert, position may be adopted.
- b. **Instructions to the Public.** Once the cordon is in position, the police warn inhabitants that a curfew is in force, and tell them what to do if they wish to

## Crowd Confrontation Operation

enter or leave the area. This is a police matter, but the military commander tells the police where he wishes the cordon entry and exit point to be sited.

- c. **Challenging.** If anyone in the cordon sees a suspect approaching, he shouts “on guard”, all those in his sector shall adopt the “on guard” position and pass on the warning order verbally.

- d. **Thinning the Cordon.** The cordon may have to remain in position for long periods, the length of time depending on the number of buildings, size of the area, the strength of the police available for searching, and the density of the community. To thin out the cordon, the following action should be taken:

- (1) position wire obstacles, barricades, etc., to cut off escape routes, or replace the cordon line by pairs of sentries sited tactically and in depth;
- (2) sentries require good all-round observation and communications to give warning of any attempt to break out; roof-top OPs can assist; and
- (3) when thinning out the cordon, entire sections should be removed; they can then be rested close at hand and form a tactical reserve.

14. **Search Stage.** The purpose of the search stage is to conduct a search to discover and detain persons and/or confiscate other contraband items. There are two types of searches. They are:

- a. **Detailed.** A systematic, itemized search of a designated area (all persons, homes and vehicles, etc.).
- b. **Tertiary.** A spot search of a designated area.

15. **Search Techniques.** Searches are one of the opportunities on which the security forces have the initiative and can decide when, where and how to act. Therefore, they play an important part in operations. Constant harassment of hostile persons by searching forces them to move arms, ammunition, explosives and other devices so that they are placed at greater risk of discovery. The concept behind search operations has developed quite extensively over the years to take account of the clear evidence that:

- a. hostile groups have become more sophisticated in their ability to hide and conceal weapons and equipment and this requires a more complicated search response; and
- b. the effectiveness of search operations has risen markedly and can play a significant role in the capture of hostile weapons and equipment belonging to hostile groups.

16. The aim of search operations is to:

- a. protect persons and property that may be potentially at risk;
- b. gain intelligence and information;
- c. deprive hostile groups of their resources; and
- d. gain evidence to assist subsequent prosecution.

17. **Objectives.** Such operations are usually carried out jointly by military and civilian law enforcement authorities with a view to:

- a. the capture of wanted persons, arms, radio equipment, supplies, explosives or documents;
- b. the disruption of hostile activities such as bomb making or weapon manufacture; and
- c. the elimination of the influence of hostile groups in a specific locality, particularly with regard to expanding a controlled area.

## Crowd Confrontation Operation

18. A search usually involves looking for:
  - a. persons;
  - b. hostages held in captivity;
  - c. threats to the security forces during the search (this includes mines, booby-traps and improvised devices);
  - d. arms of all kinds (these arms may have been stripped down and the parts hidden in different places);
  - e. ammunition;
  - f. bulk explosives;
  - g. demolition accessories, detonators, detonating cord and fuses;
  - h. radios, relays and micro-switches;
  - i. NBC warfare agents and materials for creating improvised chemical, biological and radiological devices (ICBRD);
  - j. NBCD equipment such as respirators, and auto injectors; and
  - k. anything which is out of place; e.g. unusual quantities of batteries, wire, nails, sugar, petrol, or chemicals and fertilizers which can be used to make home-made explosives.
19. The police normally carry out a search and give all the necessary orders to the civilians involved. Each search party should consist of at least one policeman and a protective military escort; ideally, all search personnel will be civil police. The escort's task is to guard the police searchers and to prevent anyone from escaping.



20. If a military search team is established it must be carefully chosen and properly trained. Unqualified personnel should never do searching, except in an emergency. Team members should have some knowledge of building and vehicle construction and will normally be based on the engineers, who are trained in booby traps, and explosives. A search team should be established and trained together before employment on a task; they should not be an ad hoc grouping formed on the spot. The search team should include police (civil or MP) to ensure the collection of evidence if that is required. In a purely military operation with the aim of removing the threat and gathering intelligence, such forensic gathering is not essential.

21. **Planning Search Operations.** Searches require a great deal of preliminary discussion and liaison with other units, and the success of most searches is dependent upon meticulous planning. This is to ensure that:

- a. there is legal authority to conduct the search;
- b. the operation is based on good intelligence;
- c. adequate numbers of search teams and equipment are deployed;
- d. EOD teams must be alerted if it is believed that the target is booby-trapped or if explosives may be found;
- e. the search is sprung on the target at the most opportune moment; and
- f. adequate cordon or protection troops are available to prevent the escape of insurgents and to protect the searchers from attack or distraction.

22. **Avoiding Rigid Procedures.** It should be assumed that hostile eyes observe every search made, and the techniques and procedures used are noted. If searches are conducted according to a rigid pattern, traps are likely to be set to catch those who use that pattern. It is therefore most important that every action, from establishing a cordon to the arrival of the search teams and their method of searching in the target area be considered from this point of

## Crowd Confrontation Operation

view. Varying procedures and drills is useful but some procedures cannot and should not be varied to ensure consistency and avoid possible safety error.

23. **Planning Factors.** The main planning factors to cover when search operations are considered are:

- a. **Tasking.** Clear direction covering the operational, legal and political considerations of any search operation have to be established before any searching commences.
- b. **The Objective of the Operation.** Once this objective has been decided upon, it needs to be set in context with other military operations planned in the same time frame. This factor usually provides the sort of time/duration of operation that can be allowed for the search operation.
- c. **The 'Need to Know' Caveat.** This caveat is probably the key to any successful search operation. Commanders and their staffs should be introduced to the plan according to a carefully calculated planning sequence.
- d. **A Deception Plan.** There will be a need for a deception plan to protect sources or to achieve operational surprise. It may well be necessary to conceal the true nature of any search operation or its timing from some of those taking part as part of the 'need to know' caveat.
- e. **Training.** The area of operations (AO) probably dictates the requirements for training and of the type of specialists needed for particular tasks. If the task is beyond unit resources then engineer advice and support should be obtained.
- f. **Systematic Work Pattern.** This applies both to the planning of search operations as well as to the actual conduct of the search. The approach to any search

operation has to be careful, detailed and completely systematic to avoid error or oversight.

- g. **Thoroughness of Work.** As the title implies search operations require a high level of thoroughness before, during and on completion of any task.

24. **The Sequence of Planning a Search.** Having covered the main factors that affect the overall planning of a search operation, it is necessary to consider in logical sequence, the more detailed planning necessary to ensure that all points are covered. These are:

- a. **Anticipation of Hostile Action.** Every searcher needs to know the methods of disguising and hiding objects by hostile groups in order to anticipate their actions and methods. He needs to assess constantly the adversary's aim in order to pre-empt his actions. In addition, a commander should also determine the threat faced by the soldiers carrying out the operation and whether, by his action, they have become the targets. This should also include consideration of the effect of the operation on the local population and whether any action may antagonize them unnecessarily.
- b. **Isolation of the Target Area.** Here the use of a cordon or other form of protection party has to be decided. On no account should any person be allowed in or out of a search area once the operation has started.
- c. **Coordination of Action.** All actions must be coordinated to ensure a systematic and integrated search operation. This should include the following:
  - (1) the inter-action of members within a search team and between different teams; and
  - (2) the coordination between search teams and other troops, the EOD disposal operator and the local authorities.

## Crowd Confrontation Operation

- d. **Minimizing Risks.** Normally the most dangerous moment of a search is on or soon after arrival in the area. If activists are surprised or disturbed, precipitate and violent action may ensue. Similarly if civilians are involved there may be some attempt to distract or delay the start of search operations. Once military control of the target area has been established then risks occur if searches move out of sequence or if a sudden “find” leads to loss or neglect of drills and procedures. “Finds” may sometimes be decoys or ‘sacrifices’, in order to distract attention from more valuable targets.
- e. **Maintenance of Records.** These are invaluable in the case of finds and the provision of evidence in subsequent prosecutions—and more importantly in providing the intelligence staff with more information about the area and the way any hostile groups operate, which can be recorded and used in future operations.

25. Detailed search techniques for persons, vehicles and buildings are outlined in appendices 4 to 6 respectively. Some general points to be noted are:

- a. **Searching Personnel.** Some considerations are:
  - (1) Occupants of a vehicle should be asked to stand facing it with their hands resting on the roof or side. The search should include the armpits, the stomach, inside thighs and the crotch. Clothing should not be patted, as this might result in small flat objects being missed, but should be rolled between the fingers. Hats and hair must also be checked.
  - (2) Persons should be searched by searchers of the same gender as those persons being searched.
- b. **Searching Vehicles.** Some considerations are:

- (1) **Vehicles.** Each vehicle must be dealt with separately. The selection of vehicles for searching may be governed by instructions, possibly based on intelligence, or it may be left to the random choice of the roadblock commander. It is seldom possible to examine a vehicle completely at a roadblock, particularly mechanical stripping, and it may be necessary to escort vehicles, for which such an examination is contemplated, to a selected workshop.
- (2) **Searchers.** At least two searchers are required for a minivan; larger vehicles need more searchers and possibly special equipment. There must also be an armed sentry, who must not get involved in searching; his task is to protect the searchers and watch the occupants of the vehicle being searched.
- (3) **Conduct of Search.** All vehicle occupants must be searched and then made to stand clear of their vehicle but close enough to be involved should the vehicle be rigged with explosives. The driver should then be made to open all doors, the hood and trunk in case of car bombs. This action shows whether the driver is familiar with the car and that he has not stolen it. The owner or the driver of the vehicle must watch the whole search.
- (4) **Completion of Search.** To refute subsequent accusations of theft, on completion of the search it may be appropriate to get the vehicle's owner to sign voluntarily an indemnity certificate stating that he has suffered no damage or loss during the search. In case the owner refuses to sign it, the searchers will make sure to take adequate notes and photos in order to help refute subsequent accusations.

## Crowd Confrontation Operation

When this is completed, the vehicle is allowed to proceed unless there is a reason for detaining the vehicle or its occupant longer.

- (5) **Evidence.** If a search uncovers anything the evidence must be recorded.

### c. **Searching Buildings.** Some considerations are:

- (1) Search parties must be courteous but firm. Persons who are obstructive must be warned that their conduct is an offence, which may justify that they be detained to allow the operation to proceed.
- (2) The search must be thorough and systematic. Incriminating articles will not be found easily. At the same time, minimum damage should be caused to property.
- (3) Yards and outbuildings such as garden sheds and garages must be searched as thoroughly as the main building.
- (4) The movement of persons whose premises are being searched must be carefully controlled.
- (5) Precautions must be taken against subsequent allegations of theft or damage. Teams should work in pairs.
- (6) Evidence of finds must be carefully assembled, notes made as soon as possible to include photographs if possible.

## **APPENDIX 4**

### **AIDE-MÉMOIRE FOR SEARCHING PERSONNEL AND CHECKING DOCUMENTS**

#### **INTRODUCTION**

1. **Legal Considerations.** There are significant legal issues relating to search operations, particularly searches of persons. The following procedures shall only be conducted when lawful authority has been established to search personnel. Searches must only be conducted in accordance with the appropriate orders and applicable law. In certain circumstances persons can be searched as follows:

- a. as a condition of entry;
- b. at a security or post incident checkpoint;
- c. when a person is detained;
- d. to search any detained person for weapons or for any other means that could pose a threat to the safety of any person.

2. Great care must be taken when carrying out body searches. The military forces must search in a manner that demonstrates their professionalism and courtesy. These factors make it imperative that searches of people are only conducted in circumstances that are lawful.

#### **SEARCHES**

3. **Types of Searches.** There are two types of searches for persons. These are:

- a. quick body search (in the public eye);
- b. detailed body search (out of the public eye).

4. **Quick Body Search.** The quick body search is normally carried out:

## Crowd Confrontation Operation

- a. When dealing with a large number of people and a detailed body search is not warranted.
- b. As a preliminary to a detailed body search, when the immediate requirement is to detect anything which could be used to harm the searcher, the person being searched or anyone else.
- c. As a preliminary to a detailed body search when the immediate requirement is to secure any evidential material which could be jettisoned or destroyed before the detailed search.
- d. **Procedure.** The search should be conducted as follows:
  - (1) If possible searchers should work in pairs, with one person doing the physical searching and the other observing both the searcher and the subject. The second person may act as a cover for the first.
  - (2) The searcher may place one foot between the person's feet and the wall. This will enable him to kick the person's feet out from under him if he moves to escape or to attack the searcher.
  - (3) The searcher should not stand directly in front or behind the subject so as to avoid being kicked, kneed or butted with the head.
  - (4) The searcher should not be distracted or intimidated and should avoid eye contact with the subject.
  - (5) The observer should watch for non-verbal communications, e.g. increased nervousness or tension or silent gestures to others.



- (6) When weapons are being used, the searcher should avoid crossing the line of fire of the covering partner.
- (7) Ideally the subject should be standing with legs slightly apart and arms extended 30 centimetres sideways.
- (8) The search should be conducted quickly in a systematic way from head to foot, down one side and up the other, covering all parts of the body, front and back, checking particularly under the arms, the stomach, inside thighs, and crotch. Attention should be paid to pockets and waistbands where weapons may be at hand. Care must also be taken to search quickly all external body depressions such as the small of the back, armpits, crotch areas and closed hands.
- (9) The searcher should never pat the subject but use a stroking squeezing movement and thus feel for foreign objects through clothing. Clothing should be rolled between the fingers; patting may miss a small flat item like a knife. When searching limbs, both hands are used with thumbs and index fingers touching.
- (10) Any baggage or removed clothing attributable to the subject must also be searched. Such items should be treated with respect.
- (11) Scanners may be used in lieu of personal searches. The use of equipment such as hand or archway metal detectors, explosive and baggage X-ray machines can be an assistance at times especially when processing large numbers of people at access control points.

## Crowd Confrontation Operation

- (12) Particular attention must be paid to the hair during the search of a person with long hair.

5. **Detailed Body Search.** A detailed body search is normally carried out:

- a. When there are reasonable grounds for suspecting that the subject is in possession of illegal items.
- b. When a high degree of confidence is required that the subject is not carrying illegal items.
- c. **Procedure.** A detailed body search should be conducted using the same procedure as for the quick body search but with the addition of the following points:
  - (1) Establish the identity of the subject and the ownership of baggage and other articles.
  - (2) Ideally the search should be conducted out of the public eye. The detail of the search depends on the suspicion attached and the time available.
  - (3) Invite the subject to empty all pockets and remove all items and papers being carried.
  - (4) If it is necessary to remove clothing, the subject may do so voluntarily (this fact should be recorded) or powers exist to require the removal of certain items in or out of the public eye. Typically, in the public eye only the outer coat, jacket and gloves may be removed. Out of the public eye, there may be grounds to remove other outer clothing. Note that only outer clothing may be removed.
  - (5) In conducting the search pay attention to every detail particularly: clothing seams,

waistbands, belts, collars, lapels, padding, cuffs and turn ups (anywhere where small items can be hidden). Socks and shoes provide easily missed hiding places. Medical dressings are always suspect and a medical practitioner should be called to examine dressings and plasters if thought necessary. Information from clothing nametags, manufacturers' labels, and laundry marks can be valuable.

- (6) Unless there is some future interview advantage in doing so, no emotion should be shown upon finding articles and significant articles should not be set aside from others. All items should be saved out of reach of the subject.

6. **Constraints.** The following are the principal constraints with regard to the search of persons:

- a. In ideal circumstances, the search is conducted by a person of the same gender as the person to be searched.
- b. Generally, there is no authority to require a person to remove clothing in public other than an outer coat, jacket or gloves. Out of the public eye and if not voluntarily done, there may be appropriate authority to require the removal of other outer clothing.
- c. These constraints and other factors which can lead to the search of persons being carried out at various levels of detail are normally dictated by:
  - (1) the legal authority;
  - (2) what is being sought?

## CHECKING DOCUMENTS

7. Document checks may be conducted alone or in conjunction with personal searches. In the latter case, documents should be checked after searching.

8. A person whose documents are to be checked should be ordered to surrender all official documents (e.g. identity card, passes, licenses, passports, etc.). They should be examined against one another and against their owner.

9. Photographs should be compared with the individual. When making such a comparison, try to recreate the photograph condition. Remove a hat, if necessary, or mask the photo with your finger to hide the hair. A check of the age of the photo and subject may help.

10. Questions should not lead but should be direct. The following questions are correct example:

- a. What is your name?
- b. Where do you live?
- c. How old are you?

11. Wallets and purses should not be handled by search personnel, except in the presence of a reliable witness.

## GENERAL POINTS

12. **Records and Reports.** For all types of searches, apart from quick body searches, a record shall be maintained. This should contain:

- a. The aim of the search.
- b. The grounds for the search.
- c. Details of the person searched.
- d. The date and time of the search.

- e. The location of the search.
- f. Details of anything significant found.
- g. Details of any injury to a person or damage to property, which appears to the searcher to have resulted from the search.
- h. Identification details of the searchers; however, if searches are conducted in the investigation of offences, searchers' names are not to be included. Call signs or other means of identification shall be used.



## APPENDIX 5

### AIDE-MÉMOIRE FOR SEARCHING VEHICLES

#### INTRODUCTION

1. **Legal Considerations.** There are significant legal issues relating to searches of vehicles and their occupants. Searches must only be conducted in accordance with the appropriate orders and applicable law. The following procedures shall only be conducted when lawful authority has been established for the search of vehicles and their occupants.
2. **General.** When troops are ordered to undertake searches, the objects or persons for which the troops are to search must be made clear. Indiscriminate searching must be avoided as it wastes time and resources. Commanders shall ensure that they have an authority in law prior to commencing any search. Normally, special search teams drawn from the engineers, will be trained to conduct detailed searches of vehicles.
3. In conducting their activity hostile groups are almost certain to use all types of vehicle to move their resources. The search of vehicles at vehicle checkpoints (VCPs) deters movement and furthermore, when finds are made, they can be attributed to individuals thereby enhancing the chances of a successful prosecution. The large numbers of vehicles on the roads today can make the search of cars at VCPs appear a daunting task. If it is not to rely on chance, searching of vehicles must be backed up by an efficient intelligence system, which targets vehicles and enables data on them to be quickly verified. This involves close liaison with police records, vehicle registration authorities, etc. Nevertheless, the alertness and intuition of the policeman or soldier on the spot can achieve much. He should be aware of the general characteristics of a vehicle's construction and the signs that may indicate that the vehicle is suspect and therefore not legitimate.
4. **The Conduct of Searchers.** The searchers must be courteous, efficient, thorough and quick. If necessary, special assistance must be called. Prior to the search itself, drivers and passengers are ordered to leave the vehicle and kept under surveillance or guarded. A search of these persons will depend on your orders.

## Crowd Confrontation Operation

The driver should witness the search as it is conducted and assist when necessary as mentioned earlier. The driver should be carefully watched for his reactions.

5. **Categories.** VCP search techniques are divided into three categories listed below. The categories vary according to the intensity of the search and are essentially stages in a weeding process. Generally it is better to keep a person apprehensive, by looking quickly into many vehicles rather than thoroughly inspecting a few. There is no clear boundary between the categories and the extent of the investigation at each stage depends on the suspicion aroused. The three categories are:

- a. **Initial Check.** The initial check is the first part of the searching process and is carried out on all vehicles stopped.
- b. **Primary Search.** The primary search is carried out on vehicles selected for a more detailed examination, either because of intelligence received or due to suspicion aroused during the initial check.
- c. **Secondary Search.** The secondary search is a thorough search of highly suspect vehicles.

6. **Avoidance of Search.** Suspicious persons try to avoid being searched and may be working in liaison with others. Those on duty at VCPs must watch for those trying to avoid being searched and beware of:

- a. signalling to the following vehicle (e.g. by flashing brake lights or the use of radios);
- b. pedestrians who may have left vehicles just before the checkpoint; and
- c. disturbances that cause congestion, thus encouraging more vehicles to be let through without being searched.



7. **Initial Check.** The initial check is carried out on all vehicles stopped. The decision on which vehicles to stop may be based on the following:

- a. stopping all vehicles;
- b. random selection;
- c. suspicion aroused; and
- d. intelligence based.

8. **Purpose of Check.** The main aim of the initial check is to select vehicles for a more detailed examination but personnel carrying out checks at the entrance to barracks and other installations must also be aware of the threat from large vehicle mounted bombs. An initial check is normally carried out without the occupants leaving the vehicle, although the driver may be asked to open the hood and trunk. One to three personnel are required to check the vehicle and it normally takes about one to three minutes per vehicle.

9. **The Sequence of Checking.** It is not necessary for the full sequence to be completed on all vehicles. The parts applied should vary from vehicle to vehicle, to keep an insurgent guessing. Checking should be stopped once the integrity of the passengers and contents of the vehicle are assured. Nevertheless, in general, vehicles should be systematically searched from front to rear as follows:

- a. sun visors, glove compartment, and cubby holes;
- b. behind dashboard (wires leading from instruments may conceal a small weapon or document);
- c. under driver's seat, and between driver and passenger seats;
- d. back of driver seat, i.e., between back of seat and bottom of back rest;
- e. door pockets, and underneath movable mats and back seats;

## Crowd Confrontation Operation

- f. rear window panel shelf;
- g. trunk;
- h. front and rear bumpers;
- i. under hood, the air cleaner, behind front grill, and spare tire compartment;
- j. spare tire;
- k. all loose baggage and parcels (particular care to be paid to any apparently innocent articles such as umbrellas or newspapers, which may be used for concealment);
- l. gas tank (small objects retained by wire hook in filler tube); and
- m. under fenders and hubcaps.

10. **More Detailed Check.** During the initial check, if any of the searchers become suspicious for any reason, then a more detailed search may be conducted. Searchers work in pairs, examining the relevant section of the vehicle. The procedure for this search is as follows:

- a. the occupants are asked to get out of the car, and are searched;
- b. the car is divided into five basic areas:
  - (1) interior—passenger compartment—ensure searchers are clean;
  - (2) exterior—bodywork and trim, etc.;
  - (3) trunk—load space of cars/hatchbacks;
  - (4) engine compartment; and
  - (5) underneath.

## PASSENGER VEHICLES

11. **Area 1—Interior.** Ensure searchers are clean. Areas to check include:

- a. **Roof Linings:**
  - (1) access gained by removing door sealing strips or if sunshine roof fitted by removing trim;
  - (2) sun visors; and
  - (3) front, rear and centre window/door pillars.
- b. **Door Panels.** Wind down window first. Can you search without removing trim? Avoid damage to spring clips, etc.
- c. **Rear Side Panels** (2 door vehicles, etc.). Remove and check through trunk.
- d. **Back Seat:**
  - (1) cushion—some spring in, some bolted in; and
  - (2) back rests.
- e. **Front Seats:**
  - (1) space under seat; and
  - (2) check inside padding.
- f. **Dashboard Area:**
  - (1) check battery disconnected—take care of wiring, etc.;
  - (2) behind dashboard panels;

## Crowd Confrontation Operation

- (3) ventilation and heater hoses;
  - (4) radio, speakers, etc.;
  - (5) glove compartment—behind and above;
  - (6) ashtray—contents; and
  - (7) centre console.
- g. **Front Foot Wells.** Remove panels—access to wing space, door seals, etc.
- h. **Floor:**
- (1) Remove carpets—mats. Should not be stuck down.
  - (2) Check for signs of false floor—welding/mastic/etc.
  - (3) Check drain holes.
- i. **Camper Type Vehicles:**
- (1) Ideal for smuggling. How many natural spaces.
  - (2) Do timbers/panels look unusually thick?
  - (3) Domestic fittings.
  - (4) Does refrigerator work? Is the insulation intact?
  - (5) Gas (Butane/Propane) bottles adapted?
  - (6) Does water tank contain water?
  - (7) Is toilet in use?
  - (8) Any access to space between walls?

j. **General Points:**

- (1) check for smell of fresh glue, paint, etc.;
- (2) towing trailer or boat?

12. **Area 2—Exterior Bodywork/Trim.** Areas to check include:

- a. Check headlights, sidelights, rear lights.  
Alignment—leave as you find.
- b. Bumpers and shocks.
- c. Check wheel trims and hubs. Check tire pressures.  
Bleed small amount of air—smell.
- d. Examine under wheel arches, bolt-on mud deflectors.
- e. Check for signs of welding, new under-seal (soft?).  
Tampering with bolts on mud deflectors.
- f. Does the shape of the inside of the wing conform to the outside?
- g. Oblique look at bodywork and roof for signs of adaptation.
- h. Front and rear panels and spoilers.

13. **Area 3—Trunk.** (Including load space of station wagon, hatchbacks, etc.). Before searching stand back and look at the contents. Check the following:

- a. that the contents are as described by the driver;
- b. for any glue, mastic, under-seal, pop rivets, etc.;
- c. for spare petrol tanks or false tank; and
- d. spare wheel—deflate, check thoroughly.

## Crowd Confrontation Operation

- e. check floor, roof, back and sides of trunk:
  - (1) remove all mats, carpets, etc.;
  - (2) any signs of weld, mastic, new paint, lack of dirt; and
  - (3) check for double skins and carpet stuck down.
- f. check and take particular care over space between trunk and rear seat;
- g. spaces in wings, etc.;
- h. natural false floor; and
- i. space in tailgate.

### 14. **Area 4—Engine Compartment.** Areas to check include:

- a. under battery tray;
- b. windscreen washer bottle;
- c. heater and ventilation hoses and vents;
- d. heater and ventilation motor;
- e. air filter;
- f. hood; and
- g. sound deadening material under hood or heat shield.

### 15. **Area 5—Underneath.** Areas to check include:

- a. fuel tank;
- b. chassis box sections;
- c. drain holes in seals;

- d. new welding or under-seal;
- e. exhausts; and
- f. oil sump.

16. **Fuel Tank.** Beware of the FIRE RISK! (Hardest detection to make), but also:

- a. How does fuel gauge behave, full tank?
- b. Does the tank match the vehicle? Age, etc.

17. **General Points.** In conducting checks the searcher should note the following points:

- a. **Search.** Be quick, thorough, and efficient. Know exactly what you have to do. This will reduce the possibility of complaint.
- b. **Care:**
  - (1) Be careful not to do any damage to the car; it is not necessary.
  - (2) Use your common sense. Look for anything unusual. Bright threads on bolts, scratched screw heads, fresh adhesive on upholstery, new work of any kind. Find an explanation.
  - (3) Try to remember details of cars you have searched. It could be useful in future searches.
  - (4) Licence numbers should be checked against any list of wanted cars.

## COMMERCIAL VEHICLES

18. Search of commercial vehicles should follow the same process. In addition particular attention should be paid to the following:

- a. **Fifth Wheel.** Most trailers are constructed in such a way that there is a hollow compartment above the articulated joint where the trailer is connected to the tractor unit. This joint is commonly known as the fifth wheel. Access may sometimes be gained underneath the trailer and can be checked with flashlight and mirror. Fibre-optic instruments have been able to get into most of the fifth wheel spaces. It is simple to use and more versatile than flashlight and mirror. In some cases the only way into the compartment is to remove the floorboards inside the trailer, which are usually held down by 2 screws at each end.
- b. **Fuel Tanks and Side Lockers.** Some trailers are fitted with belly tanks for extended range. There is usually a space between the top of the tank and the floor of the trailer and goods can be attached to the top of the tank. Also check the tank for recent welds or bolted panels. Similarly there is often a space between the back of the side lockers and the chassis member on which they are mounted.
- c. **Spare Wheel.** Can be used as a place of concealment and is usually mounted under the trailer. (Positions vary).
- d. **Chassis Cross-Members.** Most trailers are constructed with 2 'U' section girders running the whole length. A large concealment can be constructed by placing boards on the reverse ledges bridging the gap between the girders.
- e. **Battery Boxes.** There is usually a space behind the battery. To open the box, remove the wing nuts.



- f. **Crash Bar.** This bar at the rear end of most trailers is hollow and usually plugged at each end with rubber plugs. These are easily pried off to gain access to the inside.
- g. **Open Trailers.** Where the electric lines go from the tractor unit to trailer the connections on the trailer are into a triangular shaped plate.
- h. **Refrigerator Motors, Refrigerated Trailers.**
  - (1) Refrigerator motors usually consist of a diesel engine mounted outside the trailer in a cabinet on the front bulkhead. The motor drives a cooling unit mounted on the inside of the bulkhead.
  - (2) The engine cabinet can be opened for inspection. There is also a compartment behind the switch panel. These panels are held in place by studs that require a half turn with a screwdriver to undo. The size of this concealment varies with the different types of refrigerator unit but some are fairly large.
  - (3) There is usually an inspection panel on the interior unit that also reveals a space. Plastic ducts for distribution of cold air runs the length of the trailer and has been used for concealment of goods. **WARNING:** Always make certain that the whole unit has been switched off before search. These units are thermostatically controlled and switch on when temperature rises unless the motor is switched off. The exposed fan is particularly dangerous.
- i. **Cab Linings:**
  - (1) Door panels and side panels at the rear of the cab are easily removed and there is a lot

## Crowd Confrontation Operation

of space behind them. Some cabs also have space behind the roof linings.

- (2) Space behind console and glove compartment. Space behind speakers.
- j. **Air Filters.** Access usually from beneath the vehicles. The cover is held on by clips. Some filters are oil-filled so be careful.
- k. **False Floors and Bulkheads.** Usually found in single units.
- l. **Belly Tanks.** Any signs of recent welds/clean area—tank and trailer.
- m. **Loads.** Excess packing, use of pallet spaces. These are just some of the concealment's that have been used. There are others both under and inside tractor units and trailers.

## BUSES

19. When searching buses, note where people are sitting before they are asked to leave the vehicle. Proof of ownership of articles found will be otherwise impossible. The search procedure is the same as for cars.

## CARGO VEHICLES

20. The procedure is similar to that for commercial vehicles, with the following additions:

- a. **Wooden Body Construction.** Owing to the wooden body construction of some trucks, it is very simple to make effective places of concealment by the addition of enclosed panels, false bottoms, or the boarding up of spaces between the battens supporting the floor. The sides of trucks may be prepared in a similar manner. The best method of

search in such cases is close examination from all angles, and careful measurement.

- b. **Twin Rear Wheels.** The space between twin rear wheels should be examined carefully.
- c. **Wooden Blocks (Chocks).** Some cargo vehicles, particularly those of a heavy class, carry wheel chocks that are placed under the rear wheels of the vehicle to help the brakes, should the vehicle have to stop on a steep gradient. Through regular use, they become dirty, worn, and greasy, and are generally thrown in the rear of the vehicle or carried in the driver's cab. Such blocks can be hollowed out to become good places of concealment, and therefore should be examined carefully.
- d. **Gunny Sacks.** All gunnysacks should be lifted and searched. A common subterfuge is to conceal articles under a heap of gunnysacks in an apparently unladen cargo vehicle.
- e. **Driver's Cab.** Particular attention should be given to the search of the driver's cab and the driver's helper.
- f. **Fuel Tanks.** Removable saddle tanks with large filler caps must be carefully checked.

## MOTORCYCLES

21. Motorcycles are comparatively easy to search, but attention should be paid to the following:

- a. **Fuel Tank.** It may have a false division that may be detected by tapping.
- b. **Tool Box or Case.** Open, remove all tools, and examine.

## Crowd Confrontation Operation

- c.       **Rubber Handle Grips.** Examine inside and controls.
- d.       **Foot Rest and Supports.** Examine footrests and machine supports.
- e.       **General.** Lights, fenders, and all hollow or tubular construction should be examined. A search should also be made under the seat.

## BICYCLES

- 22.       The following should be examined with care:
  - a.       handlebars and rubber grips;
  - b.       bells;
  - c.       lights, generators, and the back of reflectors;
  - d.       the seat, tool case, and pump;
  - e.       all tubular framework, particularly open ends and joints; and
  - f.       under fenders and chain guards.

## ADDITIONAL CONSIDERATIONS

- 23.       Some additional considerations are:
  - a.       **Vehicles.** Each vehicle must be dealt with separately. The selection of vehicles for searching may be governed by instructions, possibly based on intelligence, or it may be left to the random choice of the roadblock commander. It is seldom possible to examine a vehicle completely at a roadblock, particularly mechanical stripping, and it may be necessary to escort vehicles, for which such an

examination is contemplated, to a selected workshop.

- b. **Searchers.** At least two searchers are required for a minivan; larger vehicles need more searchers and possibly special equipment. There must also be an armed sentry, who must not get involved in searching; his task is to protect the searchers and watch the occupants of the vehicle being searched.
- c. **Conduct of Search.** All vehicle occupants must be searched and then made to stand clear of their vehicle but close enough to be involved should the vehicle be rigged with explosives. The driver should then be made to open all doors, the hood and trunk in case of car bombs. This action shows whether the driver is familiar with the car and that he has not stolen it. The owner or the driver of the vehicle must watch the whole search.
- d. **Completion of Search.** When the search is completed, the vehicle is allowed to proceed unless there is reason for detaining the vehicle or its occupants longer.
- e. **Evidence.** If a search uncovers anything the evidence must be recorded.



## **APPENDIX 6**

### **AIDE-MÉMOIRE FOR SEARCHING BUILDINGS**

#### **SEARCH OF BUILDINGS**

1. **Legal Considerations.** There are significant legal issues relating to search operations, particularly searches of buildings, whether occupied or unoccupied. Searches must only be conducted in accordance with the appropriate orders and applicable law. The following procedures shall only be conducted when lawful authority has been established for the search operation.
2. **Team Composition.** A specialist team will normally be used for detailed searches of buildings. The team will be formed from engineers and other specialists. While soldiers will be expected to conduct visual searches, detailed and possible high-risk searches must be carefully planned and coordinated.
3. **General Considerations.** Some general considerations to take into account are:
  - a. Search parties must be courteous but firm. Persons who are obstructive must be warned that their conduct is an offence which may justify arrest.
  - b. The search must be thorough and systematic; incriminating articles will not be found easily. At the same time, minimum damage should be caused to property.
  - c. Yards and outbuildings, such as garden sheds and garages, must be searched as thoroughly as the main building.
  - d. The movement of persons whose premises are being searched must be carefully controlled.
  - e. Precautions must be taken against subsequent allegations of theft or damage. Teams should work in pairs.

## Crowd Confrontation Operation

- f. Evidence of finds must be carefully assembled and notes made as soon as possible, to include photographs if possible.

## OCCUPIED BUILDING

4. **Entry and Search Procedures.** When searching occupied premises the following procedures should be carried out:

- a. The building to be searched should be cordoned before entry and all exits placed under observation. The most suitable entrance, which may be at the back of the building, should be selected for entry and control.
- b. The search team must enter the buildings as quickly and with as little fuss and damage as possible.
- c. Assemble all occupants in one room.
- d. Search all occupants and keep them under guard.
- e. From this point onwards the head of the house is invited to accompany the team leader.
- f. A quick search is now made of the building and any adjacent outbuildings, paying particular attention to places such as fireplaces, toilets, and garbage cans, where weapons can be quickly disposed of.
- g. The team commander draws a plan of the house and numbers each room, attic, passage and staircase, working from top to bottom and left to right.
- h. A room suitable for holding the occupants under guard is searched and cleared, then the occupants and their guard are moved in.
- i. The team commander then details his team, in pairs, to the first areas to be searched.



- j. As each room is cleared, the searchers make a suitable mark on the door and then proceed to the next room as directed by the team leader.

5. **General places to be searched.** Listed below are the places that must be searched in occupied buildings:

a. **Attics:**

- (1) roof area, skylights;
- (2) between eaves and shingles (roof tiles);
- (3) water tanks and pipework (including gutters);
- (4) rafters, sawdust, felt and roof insulating material; and
- (5) attic junk.

b. **Rooms:**

- (1) doors (remove fittings and handles);
- (2) furniture, interior fittings;
- (3) walls, air vents;
- (4) windows, including outside ledges;
- (5) fireplaces and chimneys;
- (6) ceiling (compare texture and height)/look for false ceilings;
- (7) floor coverings and floors; and
- (8) lights and their fittings.

c. **Bathroom:**

## Crowd Confrontation Operation

- (1) toilet and toilet water tank;
- (2) behind panel surrounds or tiles;
- (3) behind and under bathtub; and
- (4) hot water system.

### d. **Stairway:**

- (1) staircase frame;
- (2) panels; and
- (3) step treads and carpeting.

### e. **Kitchen:**

- (1) walls, especially ventilation openings;
- (2) refrigerators, stove, washing machine, dryer and other appliances (switch off gas, etc.); and
- (3) food containers, pots, etc.

### f. **General:**

- (1) all heating systems;
- (2) false mail boxes;
- (3) baby carriages, toys, etc.;
- (4) suitcases and trunks;
- (5) air inlet systems;
- (6) sewer, drainage systems;
- (7) outside areas;

- (8) electricity/fuze boxes; and
- (9) televisions and other electrical goods.

6. **Detailed Searching of Rooms.** This may be done in several ways, but the following method is recommended to ensure that no detail is missed:

- a. Searchers always work as a pair. Hence if one is accused of theft, the other can give evidence on his behalf.
- b. Search and clear furniture and reposition it to allow freedom to search floor, walls and baseboards.
- c. Then search and clear the floor, remove the covering, check for trap openings, loose floorboards and loose baseboards. Use a metal detector.
- d. Check and clear walls by visual checking, knocking and use of a metal detector. Include all doors, windows, pictures, mirrors, cupboards, fireplaces, etc.
- e. Check and clear the ceilings for trapdoors or false ceilings.
- f. As each room is cleared, the searchers report to the team leader who allocates them to the next room to be searched.

7. **Action on a Find.** On finding an item, the following steps should be taken:

- a. Searchers will not touch the item. The search team leader will be informed immediately.
- b. The search team leader and policeman (if available) view the find. In the absence of police the search team leader will arrange for the recording of the evidence. Preservation of evidence to the maximum extent possible should be made.

## Crowd Confrontation Operation

- c. If practicable, question the owner or occupant about the find.
- d. Photograph the find “in situ”.
- e. The search team leader clears around the find checking for anti-lifting devices.
- f. Policeman (if available) collects the find; should a policeman not be available, one member of the search party should be detailed and he alone should handle the find in accordance with the preservation of evidence procedures.
- g. Label the find and re-photograph it.

## SEARCH OF UNOCCUPIED BUILDINGS

8. **General.** Unoccupied buildings are searched in the same manner as occupied buildings. Unoccupied buildings may contain large quantities of rubbish and waste material, which must be searched thoroughly. The action on making a “find” in unoccupied premises is the same as for occupied premises.

9. **Preliminaries.** It is to be assumed that all unoccupied buildings being searched are booby-trapped. A booby trap, usually of an explosive and lethal nature, is designed to catch the unwary. It is aimed at creating uncertainty, lowering the morale of the military forces and hindering their movements. A successful booby trap is simply constructed often from household items such as clothes pegs, mousetraps, torch batteries, etc. It is actuated by a normal human action, e.g. opening a door, switching on a light or walking on the floor. To place the booby trap so as to gain the greatest chance of success, the operator must know the methods of working and habits of search teams and soldiers.

10. The booby trap can be activated in many ways. The more common ones are:

- a. Pull—opening a drawer.

- b. Pressure—standing on a floorboard, or sitting in a chair.
- c. Release/Anti-lift—picking up a book or bottle.
- d. Tilt—turning an object on its side to look underneath.
- e. Trembler—any vibration or movement will activate this.
- f. Collapsing circuit—in an electrically initiated device, the action of cutting or breaking the circuit that activates the device. In addition, it goes off when the battery runs flat.
- g. Light sensitive—a device that functions when either exposed to light, for example a torch, or is hidden from light.
- h. Anti-submerge—placing the device in water causes it to be activated.
- i. Anti-probe—this relies on a search probe or prodder completing a circuit.
- j. Combination—a booby trap can have more than one means of initiation.

11. **Entry Procedure.** On arrival at the scene of the search and before entry is made to the building, the team leader must carry out a visual reconnaissance of the building and surrounding area. A check must be made for wires leading to command detonated devices inside the building. A control point is then set up in a safe area and the team leader decides upon a place of entry. He details one pair of searchers only, to effect an entry to the building and check for booby traps.

12. Entry is usually to be made through one of the main doors into the building. Although these may appear to be prime sites for booby traps, it saves time and makes subsequent access easier if they are cleared early.

## Crowd Confrontation Operation

13. **Search Procedure.** The searching of an unoccupied building takes place in two phases. The first is to check the building for any booby traps, and the second to carry out the detailed systematic search.

14. One pair of searchers only, having made an entry to the building, proceeds to check for booby traps. If the front door has not been used for entry they should clear a path inside the house to a door. The team leader clears the outside of the door, which can then be opened, preferably remotely.

15. The searchers clearing for booby traps should observe the following points:

- a. never open any door, whatever size, until both sides have been cleared of booby traps;
- b. all doors, drawers and cupboards must be left open after checking;
- c. use should be made of the pulling cable and weight dropper for remote opening of doors, cupboards, moving furniture or other tasks, which may endanger the safety of the searchers; and
- d. routes through the building that have been cleared of booby traps should be clearly marked using white tape.

16. Search teams must be alert to the presence of booby traps, and the following is a list of clues to assist teams in their recognition:

- a. attractive items in the open;
- b. old trunks, packing boxes, etc.;
- c. spoils, wrappings, sawdust, etc. in unlikely places;
- d. presence of pegs, wires, lengths of cord, etc. where they would not normally be expected;
- e. loose floorboards, window ledges or stair treads;

- f. fresh nails or screws; and
  - g. lumps or bulges under carpets, in chairs, etc.
17. On finding a booby-trap, the following action is to be taken:
- a. mark and guard;
  - b. report to team leader; and
  - c. ask for EOD assistance for clearance.
18. When the building has been cleared of booby traps the team leader enters and numbers the rooms as for an occupied building. The detailed searching of the building then proceeds as for a search of an occupied building.

## **EXTERNAL AREAS**

19. In both occupied and unoccupied buildings, the technique for searching external fittings and areas is the same. The following is a list of likely hiding places:
- a. roofs, exterior walls, chimneys, and gutters;
  - b. bales of hay and straw, silos, oil drums, and farm machinery;
  - c. wells and reservoirs, cultivated areas, and drains;
  - d. cess pits and drain pipes;
  - e. piles of coal, firewood, etc.; and
  - f. animal food containers, manure piles, etc.

## **COMPLETION TASKS**

20. On completion of a search the following must be carried out:

#### Crowd Confrontation Operation

- a. restore the house to original condition if circumstances permit;
- b. complete a report on the search as required;
- c. The search team leader searches his team in the presence of the owner or occupant; and
- d. complete any forms.